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QUEENSLAND

# REPORT

ON

## PROGRESSIVE LAND SETTLEMENT IN QUEENSLAND

BY

### THE LAND SETTLEMENT ADVISORY COMMISSION

COMMISSIONER:

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PRESENTED TO PARLIAMENT BY COMMAND

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### TERMS OF REFERENCE.

To make careful inquiry into and make faithful reports to Parliament on the following matters:—

- I. What areas of land are living areas respectively within the several Pastoral Districts of the State.
  - II. The principles which should be applied in the valuation and rental assessment of Crown Land tenures so that all Crown tenants may receive fair and equitable treatment.
  - III. Whether any adjustments in the rents charged, or the terms on which freeholds may be obtained, are desirable or merited in the case of Jimbour, Cecil Plains and other Repurchased Estates.
  - IV. Whether the terms and conditions of selections in the brigalow belt need any adjustment to ensure fairness to the settlers, the speedy development and adequate production from these lands.
  - V. The compilation of such information as may readily be available as to costs of production of wool in Queensland under circumstances prevailing at present.
  - VI. Whether the continuance of the Additional Area policy as administered by the Department of Public Lands since 1928, is advantageous and justified in the case of grazing lands.
  - VII. Whether any additional provisions are desirable in the Land Laws for the development of difficult country or lands in the remote Far West.
  - VIII. Any administrative or judicial reforms that may be desirable to give effect to the recommendations made.
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## PURPOSE OF REPORT.

The right use of our National heritage—the land—is the most important single function of Government. That is the simple truth. We either develop and populate our country or eventually we must lose it.

The settlement of land, its development, its increased production, its more intensive use, and its increasing capacity to maintain population constitute the measure of our progress as a Nation.

We must strive, of course, to have balanced production from industries as well as from the land, but land development comes first.

## AUSTRALIA'S DEPENDENCE ON PRIMARY PRODUCTION.

A moment's reflection makes this self-evident. The primary industries are the base of Australia's and Queensland's economy. On their sound progress and prosperity most other things depend. Our primary exports enable us to trade with other countries, to maintain our credit overseas, and pay our debts abroad.

The manufacturing or secondary industries are dependent on the primary industries because without the primary industries there would be no market for their goods. When the primary industries prosper, the whole country prospers. When they suffer a set-back, the recession is felt throughout the Nation. If and when the manufacturing industries obtain good markets abroad this position will be beneficially altered and a better balance be reached, but that time is a long way ahead.

## FAR-REACHING EFFECTS OF LAND ADMINISTRATION.

It has been said, as a generalization, that every large primary producer supports from three to four persons in other industries. Actually the position can be better than that. A number of sheep stations in Queensland annually produce wool to a gross value exceeding £100,000. How many people is such production capable of supporting? The ramifications extend far—wages and working expenses, transport, warehousing, selling charges, vehicles and equipment, the making of improvements on the property and their maintenance, household food supplies, office work, schools, hospitals and other public services. The benefits flowing from production are indeed immense.

It must be recognised, therefore, that sound land laws controlling the use of the Public Estate and the skilful administration of them are of transcendent importance to the life of the community.

## SIMPLICITY THE KEYNOTE.

Simplicity is the keynote of this Report. It essays to discuss complex and contentious matters of land administration in easily understood terms and to recommend essential reforms in such terms that anyone who reads the Report may understand the recommendations and the reasons for them. Technicalities are brushed aside, and commonsense principles applied throughout.

## SETTING A COURSE FOR THE FUTURE.

From time to time, in Queensland's land history, it has been necessary to pause and take stock of the position so as to get our bearings, to see where we were going and set a course to be followed in the interests of the people. Such an occasion was the year 1869 when our first important land legislation was passed by Parliament; then again in 1884, 1902, 1910, 1924, and 1927 when the rails were laid along which administration has since proceeded with some variations introduced in 1952.

My task is to take bearings afresh and to set a course on which land administration may proceed in the interests, not of any one section, but of all the people of the State. It is sought to throw light on many contentious issues, to do some constructive thinking, to recommend essential and radical amendments of the law, to remove inequities, to do justice to Crown tenants, to hasten development, and lay down broad administration principles which may guide the Administration for many years in Queensland's forward march. That, briefly stated, is the purpose of this Report.



1959

QUEENSLAND

REPORT OF THE LAND SETTLEMENT  
ADVISORY COMMISSION

TO THE HONOURABLE FRANK NICKLIN, M.L.A.,  
Premier of Queensland.

1. By Order in Council dated the 4th September, 1958, and published in the *Government Gazette* on the 6th September, 1958—the terms of which are printed in Appendix I.—I was appointed a Commission of Inquiry to inquire into and report on living areas for settlement and other matters relating to the administration of the Public Estate.

2. The inquiry has been completed and my Report is now presented.

3. The Report is divided into twenty parts as follows:—

- |             |    |   |  |
|-------------|----|---|--|
| Part I.     | .. | First Things First.                                     | Inquiry<br>completed.<br><br>Divisions of<br>Report. |
| Part II.    | .. | Proceedings of the Commission.                          |  |
| Part III.   | .. | Exports and Imports.                                    |  |
| Part IV.    | .. | Brief Historical Sketch.                                |  |
| Part V.     | .. | Benefits of Closer Settlement.                          |  |
| Part VI.    | .. | The 1952 Land Act.                                      |  |
| Part VII.   | .. | Development of Brigalow Country.                        |  |
| Part VIII.  | .. | Ringbarking and Timber Clearing as an Improvement.      |  |
| Part IX.    | .. | Living Areas in Grazing Districts.                      |  |
| Part X.     | .. | Science and Land Development.                           |  |
| Part XI.    | .. | Security of Tenure.                                     |  |
| Part XII.   | .. | The Development of Difficult Country.                   |  |
| Part XIII.  | .. | Terms of Leases and Re-Assessment Periods.              |  |
| Part XIV.   | .. | Costs of Wool Production.                               |  |
| Part XV.    | .. | Priority Additional Areas.                              |  |
| Part XVI.   | .. | Adjustment of Repurchased Estates.                      |  |
| Part XVII.  | .. | Valuation and Rental Principles for Crown Land Tenures. |  |
| Part XVIII. | .. | Unnecessary Duplication of Crown Valuations.            |  |
| Part XIX.   | .. | Administrative and Judicial Reforms.                    |  |
| Part XX.    | .. | Conclusion.   |  |

## PART I.

## FIRST THINGS FIRST.

Some simple truths.

4. Before discussing the problems submitted for the Commission's consideration, it may lead to more understanding on the whole subject if some simple truths are stated and observations made regarding land administration in Queensland. This will therefore be done before reporting in detail on the particular matters under inquiry.

Complex problems.

5. Australia is a national wonderland whose resources have, so far, only been lightly scratched. But some of the problems of development facing its people are as complex as any which have perplexed mankind down the ages. One of these big problems arises from its aridity.

## SEMI-ARIDITY OF QUEENSLAND.

Australia is the World's driest continent.

6. Australia is the world's driest continent. Aridity or dryness over a very large portion of Australia is the outstanding feature of its climate. Only  $8\frac{1}{2}$  per cent. of the total area of Australia receives 40 inches of rain or more each year, as compared with 30 per cent. of Africa, 64 per cent. of South America, and 20 per cent. of North America. Much of the land, also, in the good rainfall belt is not agricultural land such as, for instance, much of Arnhem Land in the Northern Territory, and Cape York Peninsula.

Rainfalls in Queensland—Striking figures.

7. About 6 per cent. of Queensland (excluding the Cape York Peninsula) has an annual rainfall of 40 inches or more; about 48 per cent. (including the 6 per cent. abovementioned) has a rainfall of 20 inches or more, which rainfall is generally regarded as the minimum required for reasonably safe farming. An area of about 52 per cent. of Queensland has a rainfall less than 20 inches, and of this area a little more than half has 15 inches or less annually. These figures are arresting.

On the credit side is the fact that our comparatively low rainfall and dry climate have enabled us to produce our world-famed Merino sheep which are such an asset to the Nation. It is a characteristic of the Merino that they need plenty of area to produce the best frame and wool, and are therefore mainly suited to the lighter rainfall areas. The running of Merino sheep and cattle seems to be the best use to which our light rainfall areas can be put.

Notwithstanding dryness, immense dormant wealth.

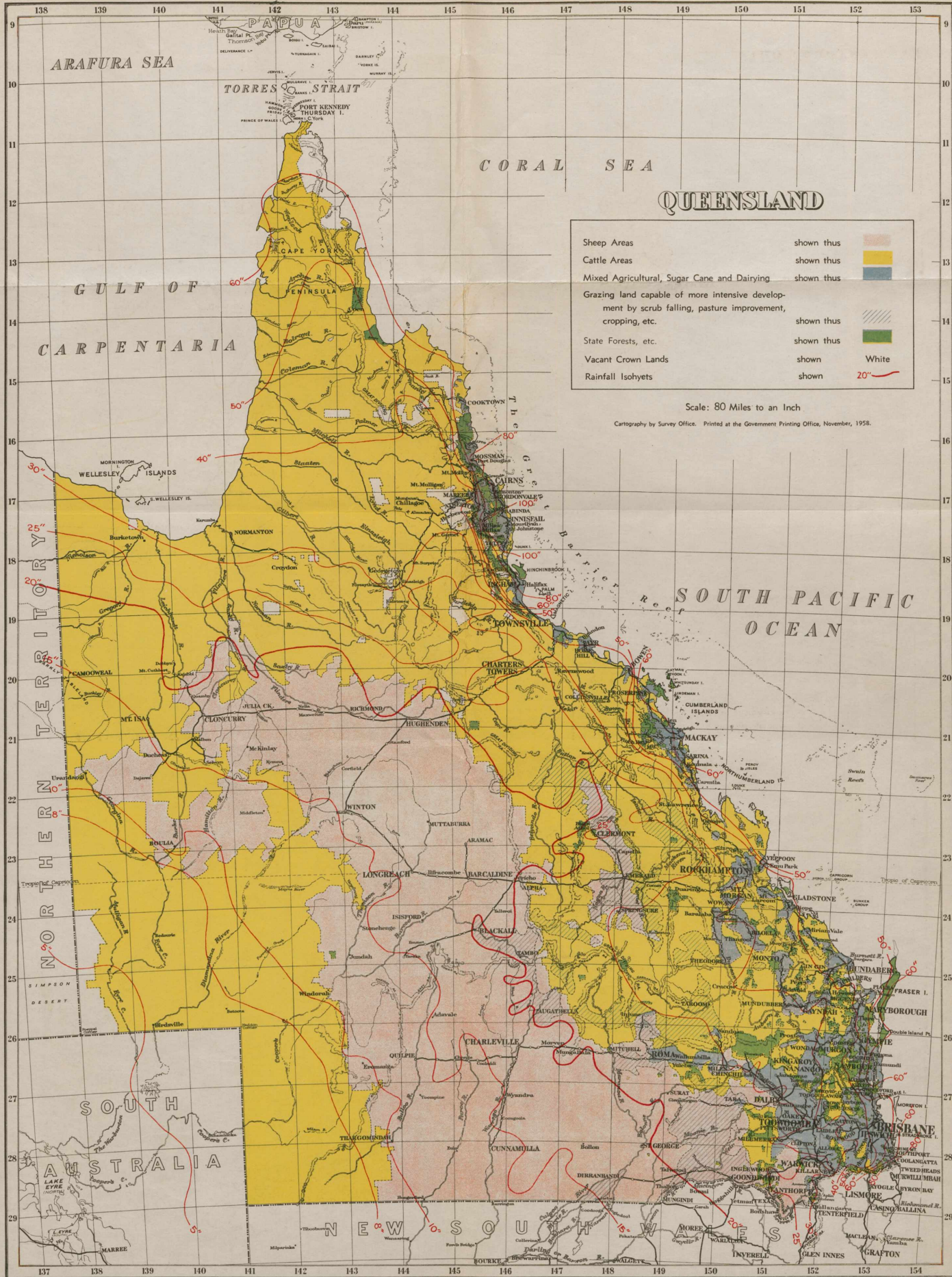
8. Notwithstanding our paucity of rainfall, there is immense dormant wealth in the lands of Queensland and of Australia. Much land already settled, or partially settled, is waiting to be more intensively used. Scientific study in such matters, aiming at increased productivity and diminution of costs is still in its infancy. With intensive development of these lands, particularly the lands in the rainfall belt over 20 inches, the increased productivity of Australia and of Queensland is incalculable.







## TRANSCENDENT IMPORTANCE OF LAND ADMINISTRATION.

Transcendent importance of land administration.

9. Queensland has a huge area of 429,120,000 acres. It is the second largest State of the Commonwealth of Australia. Over ninety-two per cent. of its lands are still directly administered by the Department of Public Lands.





Sheep Areas	shown thus	
Cattle Areas	shown thus	
Mixed Agricultural, Sugar Cane and Dairying	shown thus	
Grazing land capable of more intensive development by scrub felling, pasture improvement, cropping, etc.	shown thus	
State Forests, etc.	shown thus	
Vacant Crown Lands	shown	White
Rainfall Isohyets	shown	20" 

Scale: 80 Miles to an Inch  
Cartography by Survey Office. Printed at the Government Printing Office, November, 1958.



As the possessor of more untapped potentialities than any other Australian State, Queensland has the greatest opportunities of land development. Those opportunities, however, can only be realized by correct land policies, soundly administered, and therein lies the transcendent importance of our State's land laws and administration.

10. Bluntly stated, sound land administration is vital to Queensland's life and progress. It should always have a high priority in Queensland's affairs.

Land  
adminis-  
tration  
vital to  
Queensland.

The development of its lands is needed to support a growing population, to feed them, to employ them directly and indirectly, and to provide the export revenues of the Nation.

11. The land (excluding minerals) provides eighty-two per cent. of our overseas exports and, in addition, nearly all the requirements to feed and clothe our people. It is the broad base on which the whole of our national economy rests. Without its continuing and expanding production we would be incapable of sustaining or improving our standards of living.

Land  
Exports keep  
Queensland  
solvent.

Primary production, and particularly our exports, keep Queensland solvent. The figures given in Part III. of this Report—Exports and Imports—and the accompanying graph clearly illustrate the great part that land production plays in our national life.

Were primary production seriously to decline, and continue at a low ebb, the whole community would become bankrupt.

### OUR GREATEST DECADE.

12. Our population is increasing at a rate unprecedented in Queensland's history. Provision must be made for this rising population. When it reaches working age it must be absorbed in land production or in industry. It is a challenge to us to get moving fast.

Our rising  
population.

13. Within the next decade it is estimated that our population will grow by at least 20 per cent. Owing to the high post-war birth rate and the Commonwealth's immigration policy, the work force will increase to a greater extent; probably by not less than 30 per cent. To fully utilise this increase, a high rate of development must be sustained.

Queensland's  
greatest  
decade.

The increase in teenage population will raise problems of more schools, and the increased marriage rate problems of more homes and all the facilities which go with them.

Undoubtedly, Queensland has entered its decade of greatest development.

### PROLIFIC LAND LEGISLATION.

14. Land has been the subject of more legislation than anything else in Queensland's history. This is not surprising as it is close to the lives of the people—their self interest and their welfare—and constant adjustments have been needed to meet new circumstances from time to time.

Prolific land  
legislation.



Land marks  
in history.

15. But every now and then, in a bigger way, it has been found necessary to pause and consider the various aspects of land legislation afresh.

Such an occasion was in 1869 when the first important land legislation was passed by Parliament; in 1884 when closer grazing settlement was first planned; in 1902 when the land laws were liberalized in a number of ways; in 1910 when the then land laws were admirably consolidated into a single Act; in 1924 when Prickly-Pear Land Legislation was passed; and in 1927 when many novel reforms were introduced and the rails were laid on which land administration has since proceeded with some variations introduced in 1952.

Now, this Commission is to take bearings afresh and set a course for the years ahead.

The same  
pattern in  
all our land  
laws.

16. All new Land Acts have had as their object the use of the land in the way best calculated to serve the whole of the people; the prevention of monopolies in land; the making of land available in areas suitable for the requirements of applicants; and, with the advancement of the State, ensuring a steady flow of land back to the Crown to meet the progressive needs of new land settlement. The last-mentioned matter is of particular import. Land-minded men in Queensland regard the opportunity of acquiring land from the State, or at least entering a ballot for it, almost as a birth right.

Through the whole tangled skein of land legislation the same pattern has been woven; there has never been any deviation from these dominant purposes.

No politics  
in land  
economics.

17. Land questions have always been enmeshed in politics, and Parliament has produced a medley of land laws. Some politics are inescapable, such as the controversy of freehold versus leasehold; but there should be no politics in land economics. The logic of facts and figures, the income-producing capacity of land, and the impossibility of developing difficult country without generous concessions, should not be distorted to serve any political end.

There should be no privileged classes using the Public Estate. The capacities of all should be utilised in the way best calculated to help Queensland forward. The predominant aim in all land questions should be what will give the most benefit, not necessarily to the individual, but to the community as a whole.

The ideal  
society.

18. The ideal society would be one in which every individual would make, either in a big or humble way, some contribution to the lasting benefit of family life and to his or her fellow citizens. But whether this ideal be achieved or not, it is essential that the lands of Queensland—the heritage of us all—be used in such a way as to best benefit the whole of the people.

#### SOUND CLOSER SETTLEMENT.

The big man  
and the  
small man.

19. Queensland is a vast place. We do not want stereotyped settlers on a stereotyped plan; nor is it possible. Land differs greatly in costs of development and productive capacity. Men also differ in character, in ambition, in initiative, in driving power, in outlook, and in capacity for giving service. Both the big man and the small man have their part to play in the service of their country.



## THE GROWTH OF MUNDUBBERA.

SUCCESSFUL LAND SETTLEMENT AND INDUSTRIAL PROGRESS ARE CLOSELY ALLIED.



THE MAIN STREET, MUNDUBBERA, 1914, AT COMMENCEMENT OF CLOSER SETTLEMENT.



MUNDUBBERA, 1929, SETTLEMENT PROGRESSING.



MUNDUBBERA TO-DAY.



In Queensland the big settler may be utilised to advantage in paving the way for the smaller man to follow and to more intensively use the land. Ordered progress is needed, not abortive attempts by small men to develop country on which the initial development has not yet properly begun.

20. Sound closer settlement, of course, should be the constant aim of land administration. And what does sound closer settlement imply? It implies the division of the land in economically sound areas amongst its people so that it may be worked prudently and intensively and developed to the utmost; used for the greatest production of which it is capable; and cared for, protected, and preserved so that it may remain a storehouse of wealth for future generations.

The interests of citizens yet unborn are to be protected as much as our own.

### BIG CAPITAL INVESTMENT NEEDED.

21. Vast expenditures of money are still needed to develop Queensland's far western "outback". It is crying out for water, water, and still more water.

This land is suitable solely for pastoral occupation in large areas. It can only be developed by persons with great enterprise, creative instincts, courage, and immense capital. Why shut them out by imposing conditions too harsh and making prospects too limited and unattractive! The alternative is to allow this potentially rich land to remain almost undeveloped.

Don't be afraid of allowing the big pastoralist to make a profit by his own initiative. Any profit he makes, no matter how big, will be small indeed, compared with the benefits he confers on the nation. And then he pays taxation: Taxation is the great leveller of us all.

22. Don't frighten big capital away by inconsiderate treatment and rigid adherence to formulas. Queensland is big enough for both the big and the small man, although it is imperative that the interests of the small man receive first consideration.

In the far south-west there is much country that only big capital can develop. After development a more equitable distribution of wealth and stock-carrying capacity can be arranged; but this must not be forced too quickly. Big capital must be given the opportunity of an adequate reward for the use of its capital, organisation and enterprise.

Australia was not built by the small man alone. The great industrial companies, with the help of the workers, did more than their share of building. Let us not exclude them from big enterprise on the lands of Queensland.

23. And when land has been developed and subdivision is made possible, don't treat the company or man who developed it as a stranger. After the expiration of his Development Lease he should be entitled to a new lease over a larger slice than any other man who merely walks in to take advantage of the development.



## REWARDS FROM DEVELOPMENT.

Huge  
rewards  
earned by  
development.

24. There are big rewards awaiting any enterprising man who will develop the lands of Queensland. These are greatly enhanced by the incidence of taxation. Before arriving at net taxable income, deductions of expenditure incurred in the year of income are allowed on scrub clearing and timber treatment, on the construction of water improvements of all kinds, on the preparation of the land for agriculture, on ploughing and grassing for grazing purposes, and on similar improvements.

These generous deductions allow the work of development to be done at a low cost to the producer, and the rewards from his work are enhanced accordingly.

One circumstance, however, which might prevent a landholder from being able to claim the full deduction, is that the capital expenditure for which a deduction is claimed must be made in the year of income. It cannot be carried forward from previous years.

Detailed particulars of the taxation deductions allowable for developing land are set out in the Appendix II.

Difficult  
country can  
be developed  
at a profit.

25. This favourable incidence of taxation may not always remain. Let us take advantage of it, while it is in force, to develop our territory.

Big men pay the maximum rate of taxation on their incomes, namely 13s. 4d. in the £. As explained in the previous paragraph, costs of development (other than structural improvements) are deductible from gross income before net taxable income is arrived at. This means that the community subsidises land development to the extent of 13s. 4d. in the £. But when the development has been done, it belongs solely to the lessee and increases the asset value of his property. In effect, the enterprising grazier gets a profit, saves himself taxation, increases the asset value of his property, and has his development work handsomely subsidised by the community.

Thus, as never before, it is worth while for the big man and the big companies to develop difficult country and reap a rich reward.

Illustration  
of rewards  
from  
development.

26. To make the matter even clearer, a simple illustration of moderate development will be given to show how these tax deductions can be made to work.

If a small grazier has 5,000 acres of virgin scrub country and, over some years, spends £5 per acre on it in clearing, water, grassing, ploughing, and the erection of marsupial-proof fencing, etc., he will be granted a deduction of the £25,000 spent in improving the land.

The value of this deduction in terms of income tax saved would depend on the annual income and the rate of tax. Suppose, for example, that the taxable income is such that the tax averages 10s. in the £. In that case there would be a saving of £12,500, and the net cost to the grazier of improving the land would thus be £12,500. If the land were then sold he would receive the developed value of the property; and no part of his profit would be taxable.



## EQUITABLE ADMINISTRATION.

27. Let us face the fact that capital wants an adequate return. Mostly it is out to serve itself, although there are many instances where patriotic instincts prevail. But, if encouragement of capital investment will develop lands that cannot possibly be developed by the ordinary settler, why should it not be encouraged! Is the land to remain undeveloped so that it may only be partially used for a generation or more, or is development to be encouraged so that its wealth production will be multiplied by ten and its population capacity likewise increased? Commonsense suggests only one answer.

Why not encourage capital investment?

Any Administration that would shut capital out from developing difficult country requiring heavy expenditure in the far west, by the imposition of harsh and rigid conditions, would be quite foolish and wrong.

28. Then sometimes, when contracts for development have been entered into, circumstances may make some modification of them desirable.

Sometimes modifications of contracts needed.

As an illustration, if a company undertook to convert to sheep extensive areas of cattle country in the far west shortly before the commencement of the War, and for that purpose spent, say, £150,000 or more over the years, it certainly could be said that it had demonstrated its good faith. But the development was delayed by the War and subsequently a severe drought was encountered. In consequence, anticipated profits were not realised. In such circumstances, it would be equitable to consider granting them a few years' extension of lease to make up for the years lost by the War and the drought.

29. Little actions such as this, costing the State nothing, create an atmosphere of trust, and capital is likely to flow to the State more freely than if such consideration is not forthcoming. Consideration for the other fellow, be he big or small, should always be a feature of Crown land administration. It is all so very simple if paltriness is not allowed to intrude.

An atmosphere of trust.

30. The small man must not be given any reasonable grounds for thinking that the big man is favoured more than he. The humblest citizen in all the land is entitled to the same consideration, the same courtesy, and the same attention as the most wealthy and the most powerful. The ordinary citizen who stands on his own feet and scorns the pulling of strings must be treated exactly the same as the man who has the support of the most influential.

Treating all alike.

31. In land administration, as in everything else, the test of Government is to ascertain how beneficially does its action affect the lives and welfare of the great mass of the people who make up the community. They are the people to be served.

The test of Government.

## THE POLICY OF LEASEHOLD TENURE.

32. The State is wedded to a policy of leasehold tenure of large areas for the protection and benefit of future generations. Nevertheless, we must inculcate something akin to a sense of ownership in those who are using the land. The homesteading instinct must be encouraged. It is all to the good if Crown tenants on terminable leaseholds use and consider the land as their very own. That is the way in which the utmost development can be fostered.

Crown tenant should be considered the owner.



A sense of security.

**33.** The possession of a statutory right of priority to a living area on the expiration of his current lease is a wonderful protection to the Crown tenant. It gives him a sense of security. This is augmented by his right to seek a renewal of the lease as soon as it enters its last period of 7 years, in the case of Grazing Selections, and 10 years, in the case of Pastoral Holdings. He then ascertains what is in the Land Department's mind, but he is not bound to accept the Department's decision. At any time during the subsequent years until the expiration of his lease, whenever he considers seasonal or economic conditions make a review of the decision desirable and circumstances in that regard are operating in his favour, he may come again and ask for a review. In this way the menace of expiring leases has been overcome. It can be defeated, however, if the Department is lax or delays the giving of decisions or if its views become warped in regard to potential closer settlement.

In some ways Queensland leads the World.

**34.** These provisions of the law to protect the interests of Crown tenants whose leases are expiring are not paralleled elsewhere in the world. It is, of course, fitting that Queensland should lead in its Crown land administration, particularly when matters of development and expiring leases are involved. And land officers should strive to see that this will always be so. Unfortunately, in recent years, as explained later in this Report, these provisions, so favourable to Crown lessees, have not been properly applied.

Conflicting motives—the way out.

**35.** Determining the size and the conditions of the priority right and generally dealing with existing leases on expiry, is one of the most difficult and delicate functions of land administration.

As is natural, the lessee is actuated by self-interest; the Crown official by what he considers to be the public interest. These two things are not incompatible. They can be reconciled by friendly negotiations and a consideration of the other fellow's feelings, rather than by the exercise of authority. Courtesy does not imply weakness. Consideration and courtesy help the solution of every problem.

Generosity to good tenants.

**36.** There are so many important factors to be weighed in subdivisions—all the features and characteristics of the country; its carrying capacity, present and potential; the situation of water and other improvements; the costs of development; the use to which the country has been and can be put; its agricultural potential; and so on.

A Crown tenant should never be given any ground for thinking that he is being penalised because he has improved his holding better than his neighbour. One of the guiding lights of Crown land administration should be to treat good tenants well, to err on the side of generosity in defining priority rights, and never be skimping or mean.

#### BLAZING NEW TRAILS.

Don't slavishly follow precedent.

**37.** Don't slavishly follow precedent. New precedents are waiting to be born.

Laws are made by man for the benefit of man. They, and the precedents they have created, are not immutable. They must necessarily be changed from time to time, whenever a change is advantageous to the people.



## CULTIVATION ON MT. ABUNDANCE—WEST OF ROMA.

AVERAGE RAINFALL, 1943-1949—19.5 inches.

AVERAGE RAINFALL, 1950-1956—29.5 inches.



A SELECTOR'S HOMESTEAD, MT. ABUNDANCE.



GENERAL VIEW OF CULTIVATION, SAME PROPERTY.



WHEAT CROP, 50 ACRES OF GOOD COMMERCIAL STANDARD.



38. In this progressive Age, we must not be too slavish in adhering to existing or old-time methods of administration. They must be varied to meet the requirements of the present and of the future. A certain amount of standardisation is necessary, but complete rigidity is fatal to success.

Adaptable  
administra-  
tion needed.

Sound land administration is applied commonsense to the problems in hand.

39. The land laws are a mass of technicalities. To administer them one must be technically efficient. But in the process of becoming efficient there is a danger that technicalities are respected as such, and that the main objects which the laws seek to accomplish are not sufficiently kept in view. First things should always come first, and technicalities should be moulded to allow what is necessary to be done. Technicalities should never be used to inflict or excuse an injustice.

Don't allow  
technicali-  
ties to inflict  
an injustice.

#### LAND ADMINISTRATION DIFFICULT.

40. Land administrators have a hard row to hoe. Very often they are up against unreasonable self-interest of Crown tenants. Public interests and private interests so often clash. The Crown tenants want something that would be very advantageous to them, but quite against the interests of the State. They press their case with persistence, and sometimes with arrogance, often with political aid, and even on occasions unleash public propaganda on their behalf. It requires a big man to stand against all this and not become prejudiced against the class of landholder involved. But courage and bigness are essential ingredients in the make-up of a good land administrator. Without them, administration stagnates.

Difficult lot  
of land  
adminis-  
trators.

41. Some people cannot exercise authority firmly, yet pleasantly and co-operatively. A number of public officials need training along these lines. Putting yourself in the other person's shoes and viewing things from his angle, is one of the requisites of sound land administration.

Co-operative  
administra-  
tion the  
goal.

42. In our political and social progress we have reached the stage of the "welfare State", in which everyone receives some help, according to his needs. But the bulk of the citizens must still provide the wherewithal from which welfare is dispensed. Self-reliant men and women are still needed, as never before.

The welfare  
State.

The welfare State, with self-reliant, sturdy citizens, standing on their own feet, making their own way, and willingly and gladly helping along their less fortunate fellows, will survive and flourish; a welfare State peopled mainly with mendicants and supplicants will decay.

43. Land administrators are always endeavouring to protect future public interests. This is a worthy motive indeed, but it must not be allowed to become an obsession.

Each  
generation  
should carry  
its own  
burdens.

Whilst we must still be regardful of the future, we must resolve not to spoil the lives of this generation because of a desire to serve the next. This can be done by having areas too small, by putting settlers in an uneconomic position, by over-anticipating progress, and generally by asking existing settlers to carry burdens which properly belong to the next generation.



The far horizon and the immediate present.

44. Whilst one's mind must be projected into the future, the problems of the moment cannot be disregarded. The far horizon and the immediate present must both be kept prominently in view.

Keeping always on the ball.

45. It will be appreciated from what has been said, that land administrators have a position of great responsibility and trust. Their decisions may make or mar the lives of the people concerned. There are so many facets to be ever kept in mind. To be efficient, one must always be on the ball.

Let justice be done.

46. Progressive land policy and administration are not the simple things many people think. An infinite variety of circumstances must be provided for.

Rigid rules lead to injustice; elastic rules, it is alleged, to favouritism and to the wrongful exercise of discretion. What then is to be done?

There can be only one answer. The provisions of the law, though exact in many particulars, must yet be wide enough to enable justice to be done in every case. The old Latin adage "Let justice be done though the heavens fall" is a good maxim for land administrators.

#### HIGH STATESMANSHIP NEEDED.

High land statesmanship called for.

47. Few will question that land administration calls for the exercise of the highest statesmanship. It is no exaggeration to say that the future advancement and prosperity of our whole community must inevitably depend on the energy, vision, and statesmanship with which successive governments conduct the land administration of the State.

Put first things first.

48. Briefly to recapitulate, the land is the basis of the community's existence. The survival and expansion of its population, now and in future generations, depend on the wise use and productivity of the Nation's land.

Land production is the main fountain of revenue for the financing of all administrative and social services. It is the source from which the welfare of the people springs. It provides the real wealth of the community.

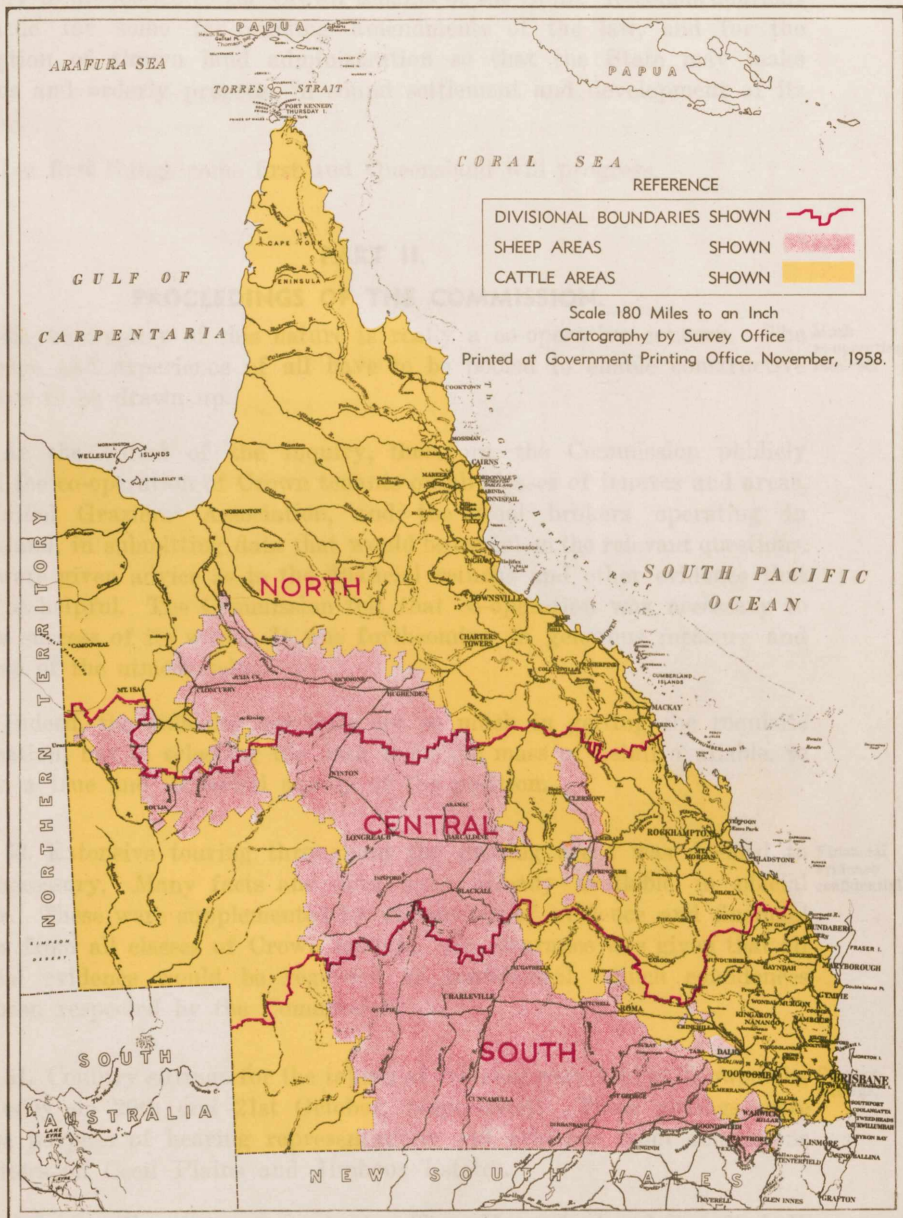
Land administration should be adaptable to the needs and requirements of the people; it should not be over-technical. It should cater for both the small and the big man, each operating in his own sphere, with the interests of the small man coming first.

The legal principle of "reasonable doubt" should always be applied in land administration. Whenever there is any doubt as to the size of areas, or subdivisions, or rents, or the renewal of leases, the doubt should be resolved in the Crown tenant's favour.

The Crown should be a model landlord—reasonable, helpful and understanding, above prejudice and pettiness in all their manifestations, and controlling the land—the heritage of the people—not in the interests of individual persons or classes of persons, but in the way best calculated to advance the welfare of all the people of the State.



# MAP OF QUEENSLAND SHOWING STATISTICAL DIVISIONS NORTH, CENTRAL AND SOUTH.



LIVE STOCK IN QUEENSLAND AT 31st MARCH, 1958 IN EACH STATISTICAL DIVISION

DIVISION	CATTLE			SHEEP	PERCENTAGE OF WHOLE
	Dairy	Beef	Total		
SOUTHERN	992,669	1,591,228	2,583,897	11,848,234	490
CENTRAL	200,972	2,071,718	2,272,690	7,631,183	336
NORTHERN	76,328	2,254,280	2,330,608	2,794,294	174
TOTAL STATE	1,269,969	5,917,226	7,187,195	22,273,711	1000



This Report sets out to do some constructive thinking; to introduce necessary reforms; to remove inequities; to encourage development; and generally to do justice to the Crown tenants of the State. Recommendations are made for some far-reaching amendments of the law, and for the re-adaption of Crown land administration so that the State may make vigorous and orderly progress in sound settlement and development of its land.

Let first things come first and Queensland will progress.

## PART II.

### PROCEEDINGS OF THE COMMISSION.

49. An inquiry of this nature is really a co-operative concern. The <sup>Much</sup> knowledge and experience of all have to be pooled to enable constructive <sup>co-operation</sup> proposals to be drawn up. <sup>received.</sup>

At the outset of the inquiry, therefore, the Commission publicly invited the co-operation of Crown tenants on all classes of tenures and areas, the United Graziers' Association, and the wool brokers operating in Queensland, in submitting data that would be useful on the relevant questions. They were given advice as to the financial returns and other evidence that would be helpful. The Commission felt that co-operation was necessary to make a success of its work. It was forthcoming in generous measure and has been of the utmost help.

Indeed, the difficulty has been not so much in getting the requisite information, but in selecting the data from the mass of detail available, to present a true and impartial survey of the position.

50. Extensive touring throughout the grazing areas was deemed to be unnecessary. Many facts and data were already available in official records. These were supplemented by statements of evidence and financial returns from all classes of Crown tenants. An assurance was given that all financial evidence would be regarded as confidential. Such confidences have been respected by the Commission. <sup>Financial evidence confidential.</sup>

51. Country sittings for the taking of evidence were held at Toowoomba and Dalby on 20th and 21st October, respectively. These sittings were for the purpose of hearing representations and evidence from delegations of settlers on Cecil Plains and Jimbour Estates. <sup>Country sittings.</sup>

Subsequently, sittings were held at Tara, Hannaford and Goondiwindi, to take evidence from settlers on brigalow scrub lands; and inspections were made of a number of the closer grazing settlement blocks possessing agricultural potential.

52. Much evidence was also taken at Brisbane from country organisations and individual landholders, and delegations of settlers came from different districts to express their views. <sup>Evidence at Brisbane.</sup>



All evidence weighed.

53. The whole body of evidence, including the evidence gained from inspections, has been used in compiling this Report. Much valuable data in the records of the Lands Department, and of the Land Court, has also been considered.

Matters viewed from practical stand-point.

54. The inquiry was conducted with a full realisation of the fact that all recommendations must be kept within the sphere of practical administration, and that aspect has been kept prominently in mind throughout.

All subjects relevant to the inquiry are discussed under appropriate heads.

### PART III.

#### EXPORTS AND IMPORTS.

Exports and Imports of Queensland.

55. The land, directly and indirectly, provides Queensland with nearly all its wealth. The latest available figures concerning exports and imports, obtained from the Government Statistician, are quoted below.

##### OVERSEA EXPORTS.

	Average Annual Value 1952-53 to 1956-57.	Percentage of Total.
	£	%
Meat .. .. .	28,117,134	17.41
Sugar .. .. .	27,156,108	16.81
Wool .. .. .	63,996,866	39.62
Dairy and Grain Products .. .. .	13,680,037	8.47
Minerals .. .. .	16,121,390	9.98
Other .. .. .	12,451,073	7.71
Total .. .. .	161,522,608	100.00

##### TOTAL IMPORTS (OVERSEA AND INTERSTATE).

	Average Annual Value 1953-54 to 1956-57.	Percentage of Total.
	£	%
Machinery and Metal Manufactures .. .. .	68,289,900	31.24
Petroleum Products .. .. .	11,409,850	5.22
Textiles .. .. .	14,209,295	6.50
Other .. .. .	124,695,105	57.04
Total .. .. .	218,604,150	100.00

For the year 1952-53 imports were not classified as above. The total imports for that year amounted to £136,113,000.

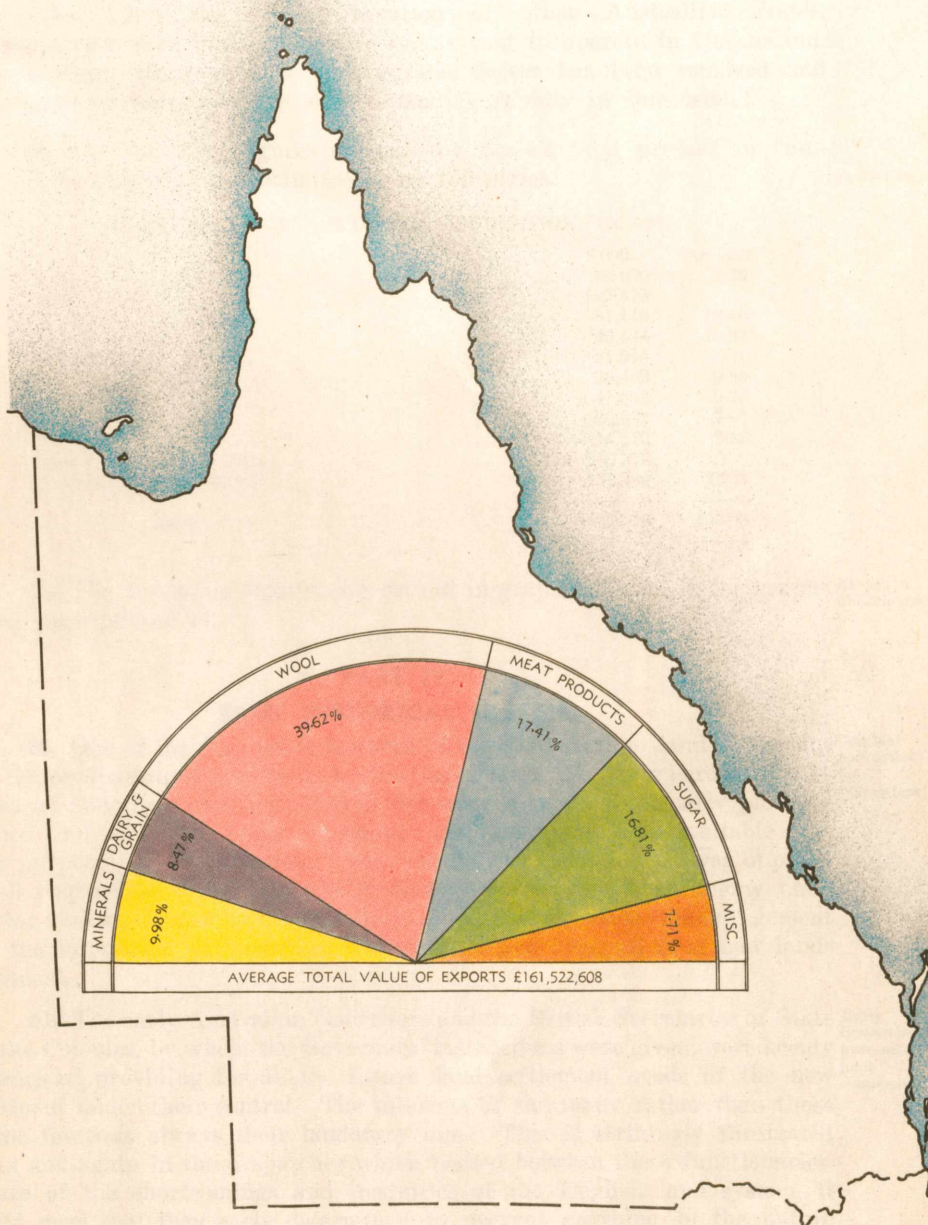
Import figures include interstate imports.

56. It will be noted that the annual value of imports for the 5 years, 1952-53 to 1956-57 inclusive, exceeded the value of overseas exports; but as the export figures given above are for overseas exports only and the imports are the combined overseas and interstate imports, it does not follow that the value of overseas imports has exceeded the value of exports.



## VALUE OF EXPORTS.

LAND INDUSTRIES PROVIDE NEARLY ALL EXPORTS.



AVERAGE ANNUAL VALUE OF OVERSEAS EXPORTS  
FOR YEARS 1952-53 TO 1956-57.



57. In addition to primary production, part of the wealth of Queensland comes from its manufacturing industries. As explained in previous paragraphs, the existence of the manufacturing industries is due to the prior establishment of the primary industries. Manufacturing industries expanding in Queensland.

Before the advent of uniform taxation, Queensland's income taxation was higher than the income taxation of other Australian States, and industries were thus given little inducement to operate in Queensland. With uniform taxation, this unfavourable factor has been removed and manufacturing industries are now expanding rapidly in Queensland.

58. The following figures set out the State's total production from the various primary and manufacturing industries. State's total production.

GROSS VALUE OF RECORDED PRODUCTION, 1956-57.

	£'000.	Per cent.
Mining .. .. .	30,930	7.28
Pastoral .. .. .	127,570	..
Sheep .. .. .	81,146	19.10
Cattle .. .. .	46,424	10.93
Agriculture .. .. .	81,014	..
Sugar Cane .. .. .	39,462	9.30
Other .. .. .	41,552	9.78
Dairying .. .. .	32,592	7.67
Other .. .. .	14,273	3.36
Total Primary (Gross Value) .. .. .	286,379	..
Manufacturing (Net Value) .. .. .	138,399	32.58
Total .. .. .	424,778	100.00

59. The foregoing figures are set out in graphical form in the graphs facing pages 12 and 14. Graphs in illustration.

#### PART IV.

##### BRIEF HISTORICAL SKETCH.

60. One of the distinctive features of early Australian land settlement was the occupation of new lands by the "squatters." As their herds or flocks increased and their existing holdings became too small, these early pioneers pushed out into unknown territory and occupied land suitable for their purposes. This "squatting" was unauthorised and indeed was opposed by all responsible authorities who wished to develop the then colony on a regular system, County by County. But, in spite of all official discouragement and the imposition of penalties, the unauthorised occupation of new lands continued. Original occupation by "squatters".

61. The early Australian Governors and the British Secretaries of State for the Colonies, by whom the Governors' instructions were given, were keenly desirous of providing for all the future land settlement needs of the new Continent under their control. The interests of the many rather than those of the few was always their laudatory aim. This is strikingly illustrated again and again in the despatches which passed between these functionaries. Aware of the shortcomings and inequities of the English land system, it would seem that they early determined to prevent anything in the nature of land monopoly in Australia. But the squatting movement soon became one that, in the interests of the country itself, could not be overlooked. Early Governors prevented land monopolies.

62. Having secured occupation of the lands, in the early forties the squatters demanded three things—compensation for improvements, security of tenure, and a pre-emptive right on the expiration of their leases. Short leases only granted.



Eventually they were to get all these things; but in those early days so fearful were the administrators that something might be done which would prejudice future interests, that concessions were granted slowly—first a yearly licence authorising occupation, then an 8 years' lease, and in extremely remote districts a 14 years' lease.

Longer  
leases  
eventually.

**63.** When responsible government was granted to the Colonies the squatters, through their representatives, more readily obtained concessions. Still, as showing the caution of the period, it is to be noted that in Queensland the Land Act of 1869 authorised Pastoral Leases for merely 21 years. Later, in 1902 this term in remote districts was extended to 42 years, and subsequently, by the Land Act of 1910, which is still in force, the maximum term for new Pastoral Leases was made 30 years. In 1927 this term was increased to 40 years for Pastoral Development Leases over country which was difficult to develop.

The rents of Pastoral Leases are re-assessable every 10 years.

Valuable  
service by  
squatters.

**64.** The early squatters or pastoralists performed a valuable service to Queensland. They invested their capital in a speculative enterprise. If successful, the colony shared in their success. Many retired ruined from the fray. When they failed they at least provided valuable lessons for those who followed. Their function was to pave the way and demonstrate the potentialities of the country. Other settlers followed in their wake.

#### STATESMANSHIP IN QUEENSLAND.

Statesman-  
ship in  
Queensland.

**65.** When Queensland obtained self-government in 1859 Parliament early decided against the wholesale alienation of the Public Estate, although the purchase of freeholds by some early pastoralists was permitted. Had extensive freeholding or interminable leases been allowed, the land would have had to be repurchased later at a high cost when a demand for closer settlement arose.

As Queensland progressed, the expenditure of public funds in the building of harbours, roads, public works and railways, and the enterprise of its citizens in the general development of the State, created much higher land values. If the lands had to be repurchased for new settlement, the State, in effect, would have had to pay private persons land values which it had mostly created itself. All this was prevented by a policy of terminable leaseholds over grazing lands. Agricultural Farms only were allowed to be freeholded.

Pastoral  
Lease is a  
pioneering  
tenure.

**66.** Then, as now, Pastoral Lease was a pioneering tenure. It could be held by companies or individuals and there were no restrictions as to the area of leases that might be held in the same interest.

Resumptions  
made from  
time to time.

**67.** Resumption rights were exercisable by the Crown at different times, according to the terms of the lease. These resumptions were without compensation, except for improvements which were paid for by the incoming settler. Thus did the Crown obtain, without any cost, extensive areas of partially developed land for progressive grazing settlement.

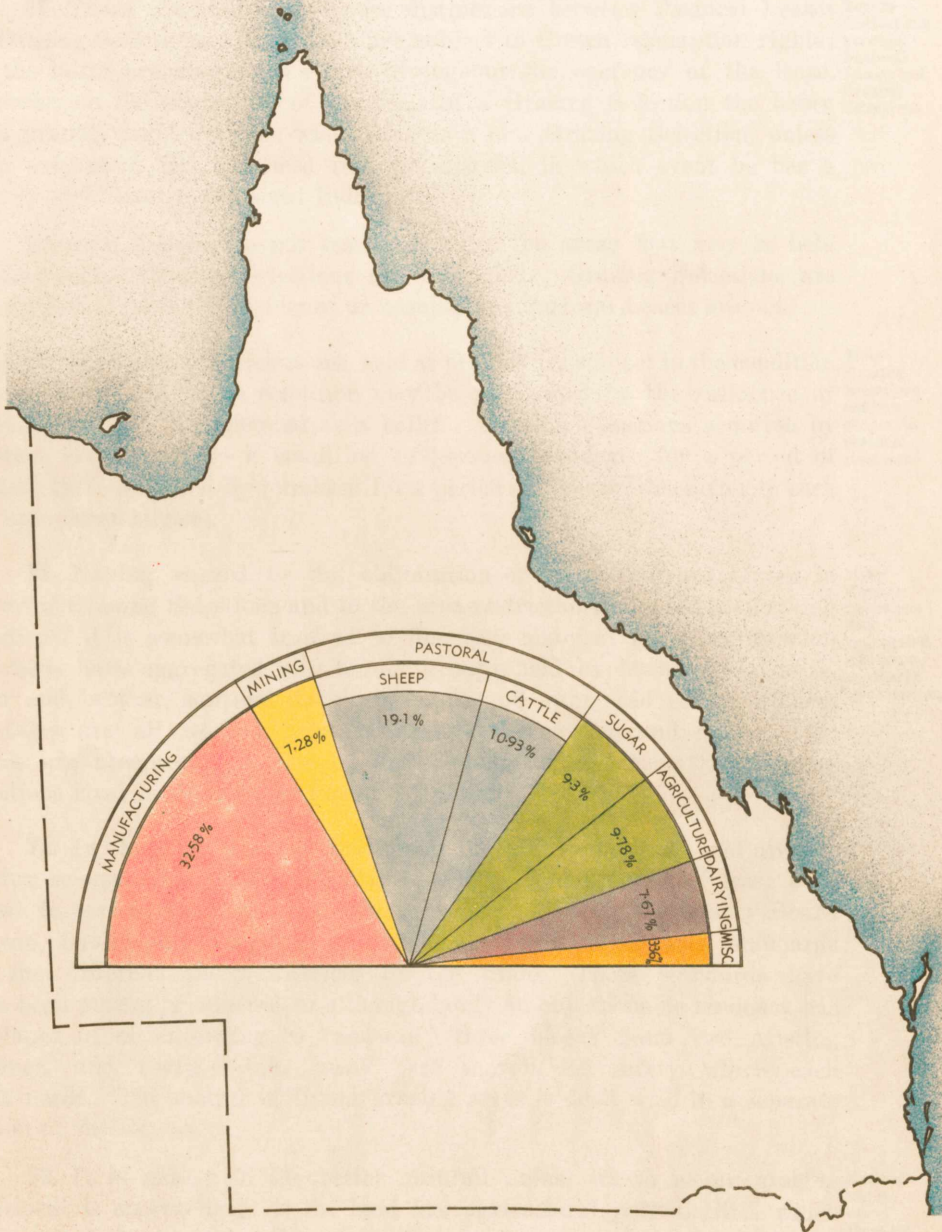
Action on  
expiry of  
lease.

**68.** When a Pastoral Lease expired the whole of the land might be subdivided into Grazing Selections, in which event the pastoral lessee (if not a company) had a priority right of selection over one portion. Such portion was generally the land on which the homestead and principal water improvements were situated. The balance of the land was made available to public competition as Grazing Selections.



## THE STATE'S WEALTH.

### PRODUCTION FROM PRIMARY AND MANUFACTURING INDUSTRIES.



TOTAL VALUE OF RECORDED PRODUCTION 1956-57, £424,778,000.

Figures for primary industry are gross value; for manufacturing, net value.

(These are the latest figures available)



Grazing Selections usually have a term of 28 years, and the rents are re-assessed every 7 years. If, on expiry of the Pastoral Lease, the land, by reason of its situation or otherwise, was not deemed to be ready for grazing selection settlement, it was usually leased afresh to the old lessee.

69. There are some big tenure distinctions between Pastoral Leases and Grazing Selections. The former are subject to Crown resumption rights; and the latter are absolutely secure throughout the currency of the lease. Moreover, on the expiration of the lease of a Grazing Selection the lessee has a priority right over the whole area as a new Grazing Selection, unless closer settlement has advanced into his district, in which event he has a priority right over a full-sized living area.

Tenure distinctions between Pastoral Leases and Grazing Selections.

Pastoral Leases are not restricted as to the areas that may be held by one person; Grazing Selections are restricted. Grazing Selections are also subject to personal residence or occupation; Pastoral Leases are not.

70. Most Grazing Selections held at present are subject to the condition of occupation only. This condition may be performed by the residence of an employee who is registered as a bailiff. Grazing Selections acquired by selection are subject to a condition of personal residence for a period of 7 years; those acquired by purchase for a period of 5 years; thereafter in each case occupation suffices.

Most Grazing Selections not now subject to personal residence.

71. Having regard to the obliteration of many Pastoral Leases in favour of Grazing Selections and to the area restrictions imposed on Grazing Selections, it is somewhat ironical to find that many of the older Grazing Selections have aggregated into family groups held by husband and wife, sister and brother, son and daughter, uncle and aunt, and so on. These selections are all worked together as one aggregation and most of the lessees are absentees. A few of these family aggregations of Grazing Selections rival in size a large Pastoral Holding.

Many Grazing Selections have aggregated into large areas held by absentees.

72. In the main grazing districts of the State—the more arid areas—grazing selectors have little difficulty in obtaining a renewal of lease over the whole area of their selection. Thirty years ago the Land Advisory Board (Payne, Davies and Kingston) in 1927 laid down living area standards for the different sheep districts of the State. These standards have since been generally adhered to although lately an objectionable tendency has developed of endeavouring to “squeeze” three blocks from two existing holdings, and thereby take away that margin of safety which each block needs. The matter of living grazing areas is dealt with in a separate section of the Report.

Grazing Selectors generally obtain renewal of lease.

73. It is mostly in the better rainfall areas, where closer grazing settlement is encroaching, or the land has agricultural potentialities which make mixed farming possible, that the question of subdividing Grazing Selections becomes a live issue. Then the battle is on between the existing lessee and the Lands Department.

Factors which cause Grazing Selections to be subdivided.

It is hoped that many such battles may be resolved by the data and recommendations contained in this Report.



## PART V.

### BENEFITS OF CLOSER SETTLEMENT.

Closer  
settlement  
spells  
progress.

**74.** Closer land settlement affords such towering exemplifications of progress in the history of Queensland that little need be said to justify its continuance and extension.

The future advancement of the State is largely dependent on the more intensive use of and increased production from its lands, but great prudence is needed in determining the areas suitable for closer settlement and the size of the individual holdings. Zeal must not be allowed to outrun discretion, and in our semi-arid areas the utmost care must be exercised in new subdivisions.

Small  
beginnings  
of  
Queensland.

**75.** It is little more than 100 years since free settlers first came to Queensland. In the year 1843 the exports from the territory now comprising Queensland consisted of 150 tierces of beef, 450 hides, 1,998 bales of wool, 3,458 sheepskins, and 3,418 feet of pine timber.

In 1844 the population was about 1,500 persons, one-half of whom were domiciled in North and South Brisbane. On the lands of Queensland, at that time, were depastured 13,000 cattle and 184,000 sheep.

A story of  
wonderful  
progress.

**76.** The handful of people who courageously set out to develop this immense area of virgin country has grown to a population approximating 1,420,000 people, whilst the State's wealth in livestock has increased to 7,187,000 cattle and 22,300,000 sheep.

The average value of exports for the five year period 1952-53 to 1956-57, increased to £161,522,608 per annum. The primary cause of this wonderful progress was land settlement and development.

Contribution  
by land  
holders.

**77.** Most leaseholders advocate closer settlement, but the attitude often is—"Take the other fellow's land and leave me alone." It always hurts to have to give up part of one's large holding of land, but it is a contribution leaseholders must make, when circumstances justify it, to advance the progress of the community.

Illustration  
of  
advantages  
of closer  
settlement.

**78.** Many district illustrations can be given of the great community benefits which flow from closer settlement, but a few will suffice. Those given below are not necessarily the best illustrations available, but they come immediately to mind and will show sufficiently what closer settlement means and does.



## ESTABLISHMENT AND GROWTH OF TOWNSHIPS DEPEND ON CLOSER SETTLEMENT.

The pictures on the opposite page, and a few more pictures in other parts of the Report, illustrate how closer settlement leads to the establishment of townships and their subsequent growth.

They also give some idea of the great amount of useful employment created in towns by the production from closer settled lands.

A comparatively few years ago, the places where these pictures were taken were merely cattle paddocks.

Anyone who tries to prevent the advance of closer settlement in sound economic areas in the better rainfall belts of the State does a disservice to Queensland.

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A TOWN IS BORN.



SURVEYING THE SITE OF MONTO, 1924, AT THE COMMENCEMENT OF SETTLEMENT.



MAIN STREET, MONTA, 30 YEARS LATER.



## ILLUSTRATIONS OF PROGRESSIVE SETTLEMENT.

**79.** The Upper Burnett and Callide affords a good illustration of progressive settlement. This settlement scheme was commenced in 1924. In essence it was the conversion of cattle grazing lands into much smaller holdings for dairying, mixed farming, and small grazing.

Upper  
Burnett  
and  
Callide  
Settlement.

The lands comprised a total area of about 2,493,000 acres and extended from near Eidsvold on the south to near Rannes on the north, a distance of about 120 miles, and had an average width of about 40 miles. About one-half of this area was resumed from the graziers who held it and compensation was paid; the balance was Crown lands, including expired Grazing Selections and Pastoral Holdings.

**80.** At the time of compulsory resumption, the number of land occupants was 133 and the largest individual holding was 168,960 acres in area. The number of new settlers accommodated was approximately 1,500. Allowing for average families of three children, the number directly supported totalled 7,500 persons whilst it is estimated that the distributed wealth from the land supported a further 15,000 persons in the towns and cities.

Striking  
increase in  
production.

At the commencement of the closer settlement scheme the total value of production from the lands comprised therein has been estimated at £348,175 per annum. For the year 1956-57 it was £6,665,425, and comprised such products as wheat, maize, sorghum, cotton, fruit, vegetables, dairy products, and beef cattle.

**81.** The pictures of the town of Monto (Upper Burnett) show the township development in the area. The township of Biloela (Callide Valley) is also progressing rapidly and it is anticipated that it may soon rival Monto in size.

Town  
development.

**82.** Similar development has taken place in the Dawson Valley, consequent upon the irrigation settlement at Theodore and the subdivision and settlement of good quality lands in the Dawson Valley to the north of Theodore.

Theodore  
and  
Dawson  
Valley.

In 1926 the estimated value of production from the area was £53,440. For the year 1956-57, consequent upon closer settlement, the value of production was £3,179,000. The population has also more than doubled during the intervening years.

**83.** Another good illustration is the Pioneer Valley in the Mackay District, which has been closely settled for the production of sugar cane. For the year 1956-57 the value of production was £7,573,000. The Pioneer Valley supports a population of 27,500 people.

Pioneer  
Valley,  
Mackay  
District.

**84.** The Tara District is yet another exemplification of progress.

The Tara  
District.

Thirty-five years ago it was one of the most desolate spots of the inner grazing districts. The brigalow scrub, which was still standing, was heavily infested with prickly pear. One might be pardoned for thinking that in those days the chief carrying capacity of the land was wallabies, death adders, snakes, and dingo packs.



With the clearing of the pear and brigalow scrub and the bringing into production of the lands, all this has changed. However, it was a long and laborious task. Many of the original settlers failed, and made way for others. But eventually the district won through. The town of Tara is now a bright country township with modern Shire Council premises and hall that would do credit to any country town. The population of the Shire exceeds 3,000 people and the wool returns from the area, when the prices were high, exceeded £3,000,000 per annum.

#### CLOSER GRAZING SETTLEMENT.

Illustrations  
of closer  
grazing  
settlement.

**85.** Turning now to purely grazing areas, the State has also reaped great benefits from closer grazing settlement, although sometimes this closer settlement has been accomplished in the face of much organised opposition. A few illustrations of these benefits will now be given.

The  
Noondoo  
lands.

**86.** Noondoo Station, comprising Noondoo, Bullamon and Cubbie Pastoral Holdings, an area of 331,880 acres situated near Dirranbandi, was held by an Anglo-Australian pastoral company. The leases expired in the '30s, but on account of the depressed conditions then prevailing, they were extended until 1949. This was a concession of immense value to the Company. The Government at the time could have said—and perhaps rightly said—that as these holdings were situated in a region of closer grazing settlement, an extension of lease would not be granted. Instead of saying this, the same extension was granted as in the case of more remote pastoral leases.

Subdivision  
strongly  
opposed by  
lessees.

**87.** The lessees had every reason to be most grateful for this extension, but gratitude was not manifested. On the contrary, when the lease expired a pressure campaign was commenced to prevent the Government from subdividing the country. The Company's general manager described the decision to subdivide as "incredibly foolish" and said that the grazing blocks in the locality "would have great difficulty in the future to find stock for replacement purposes," as the Company's surplus sheep would not be available.

Public  
support  
against  
subdivision.

**88.** A graziers' leader rushed into print in support of the Company. He described the Government's decision to subdivide as "a major tragedy dealing a serious blow to the State's wool industry." "When resumed," he said, "this country will not carry the same number of sheep as at present; nor will it grow the same number of lambs and produce as much wool." "I will even go so far," he said, "as to forecast that the land, when cut up, will not support as many people as it is doing now."

Most  
beneficial  
results.

**89.** The Government was not to be deterred. The land was subdivided into 27 Grazing Selections, which were made available early in 1953. And now comes the story of development.

Within the ensuing six years the incoming settlers have expended £614,200 on new improvements in developing the country and increasing its carrying capacity to 120,000 sheep. Instead of the few employees of the Company, there are now 94 adults and 60 children residing permanently on the land. Included in these figures are 16 married and 3 single men permanently employed, and 3 casuals. "Incredibly foolish" and a "major tragedy" indeed!





AERIAL VIEW OF MONTO—30 YEARS' PROGRESS.



90. Nor is the development and increase in population confined to the new Grazing Selections only. The nearby town of Dirranbandi has also benefited greatly. Thirty-eight new residences have been erected and further dwellings are under construction. Extensive additions have also been made to the business section of the town.

91. The case of a Pastoral Holding in Central Queensland near Longreach may also be quoted. This holding comprised 229,000 acres and ran 50,000 sheep. When the lease expired in 1945 the improvements were valued at £28,470.

The expired Pastoral Holding was subdivided into 10 Grazing Selections which were made available to public competition in 1948. Despite labour shortages and shortages of materials, within less than 5 years the incoming selectors had expended £137,460 on new improvements—£49,200 on water, £21,700 on fencing, £41,560 on structural improvements, and £25,000 on plant. Much further work has been done since.

The sheep carrying capacity, by the provision of water and fencing, was increased to 70,000 sheep and made safe at that figure; whilst 48 persons were permanently resident on the lands.

92. The conclusion is inescapable. Closer settlement, wherever reasonably possible, is in the best interests of the State. But we must not attempt to go too far too fast. Each new subdivision must be an economic proposition, giving the settler a reasonable chance of success.

#### CAUTION IN SEMI-ARID BELTS.

93. The whole problem for the future, therefore, is to ascertain the parts of the State which are suitable for more intensive settlement, and then determine the area and conditions of settlement correctly. It is far better to be over-cautious than to rush in and make mistakes. A mistake may be ruinous, not to the official who makes it, but to the settler who follows in its wake.

94. Strange as it may seem, public opinion is a shockingly poor guide in land administration. Nearly all the mistakes in land administration resulting in undue subdivisions, have been brought about by the force of public opinion.

A temporary boom sets in, the value of products rises, the income from a holding is doubled, and the altered conditions deeply impress the public mind. The public eventually bring pressure to bear on the administrators, and sometimes the administrators give way. Available lands are cut up half the usual size and half the usual productive capacity. The public are eager to acquire them, but when conditions come back to normal the settlers find themselves in a sorry plight.

Administrators should be careful not to be swayed by conditions existing at the moment. A long-range vision is necessary.



Don't  
subdivide  
semi-arid  
Grazing  
Selections.

95. The subdivision of Grazing Selections in the semi-arid belts with rainfalls under 20 inches per annum, should always be approached most carefully. These are not the regions where attempts should be made to crowd more people in.

It is likely that, in future years, science will find means of increasing the productive capacity of these lands and more settlement will then be possible. But meanwhile we must bear in mind that our pastoral history shows that in western grazing areas a severe drought is inevitable every 10 years or so, with lesser droughts in between. Therefore, let caution be the watchword in any contemplated subdivisions in the semi-arid belts of the State.

This matter is further discussed in Part IX. of the Report.

## PART VI.

### THE 1952 LAND ACT.

The subject  
lands.

96. When those parts of the State loosely termed the "Brigalow Lands" and centred in Southern Queensland on Goondiwindi, Tara and Taroom had been freed from prickly pear in the early 1930's, there was no alternative use for them other than grazing. The land was mostly opened under Grazing Selection tenure, with moderate development conditions, in areas of generous size, against what the future might bring. Generous-sized areas were needed to enable the selectors to obtain finance for the development of their blocks at a time when finance was difficult to get. The Second World War started a few years after the settlement of these lands and this held up or delayed development considerably.

Potentialities  
proved  
for closer  
grazing  
settlement.

97. By 1950 it became obvious that these lands had a better destiny than the sparse settlement then prevailing. The development which had already taken place had shown their potentialities, and there was a changed outlook brought about by economic factors as well as developments in agricultural science and mechanical operations. This area represented a large area of land capable of subdivision for closer grazing and agricultural settlement. It was too valuable for continued use for grass grazing only in large units.

Resumption  
for closer  
settlement  
would have  
been costly.

98. The best use of these lands would have been closer settlement based on grain growing and wool and meat production, using native as well as introduced and cultivated pastures. This would have involved the acquisition of the lands, or those parts of them in excess of priority rights, together with the provision of adequate access amenities. The payment of compensation to the dispossessed persons would have been costly to the State.

DEVELOPMENT OF BRIGALOW BLOCKS—GOONDIWINDI DISTRICT.



A MODERN HOMESTEAD.



CLEARED BRIGALOW SCRUB LAND UNDER OATS ON SAME PROPERTY.



99. Meanwhile, lessees had become troubled by uncertainty as to the future of their leases, which had 8 or 12 years to run and the value of which had increased from a few shillings to as many pounds per acre. They were aware of the possibilities of closer settlement and were wondering what was to be their fate.

Lessees troubled by insecurity of tenure.

100. This was the background which brought about the amending Act of 1952. It set out to—

What the 1952 Act sought to accomplish.

- (i.) Remove all pleas of insecurity of tenure,
- (ii.) Provide for a less wasteful use than grass grazing of the State's reservoir of potentially arable lands, and
- (iii.) Compensate each lessee for the surrender of his lease by granting him two priority areas in lieu of money, and thereby acquire the balance of the land for new land settlement.

101. Under the Act an area was declared by Gazettal to be a "closer settlement area," and only those lessees whose leases had more than 7 years to run and whose lands were subdivisible into at least 3 portions, were eligible to take advantage of it.

Qualifications for eligibility.

102. The leases were mostly designed into what was considered to be "living areas" as Perpetual Leases or Settlement Farm Leases. These "living areas" were kept within the area limitations prescribed by law for the respective tenures, namely 2,560 acres for Perpetual Leases, and 4,500 acres for Settlement Farm Leases. The lessee was permitted to accept two of the subdivisions, in priority, in return for the surrender of his existing lease. One such priority was his statutory right; the other was compensation for the surrender of the balance lease for the balance period.

Design of lands as Perpetual Leases in areas up to 2,560 acres and Settlement Farm Leases up to 4,500 acres.

103. The scheme was voluntary. If a lessee was dissatisfied with the subdivisions proposed, he could elect to continue with his existing lease and wait and see what the future might bring. By doing this, of course, he would stand the chance of finishing up with one priority right only, and not two. His locality had already been gazetted a "closer settlement area," and this introduced an element of compulsion into his choice.

Scheme voluntary.

104. The purpose of the subdivisions was to bring about grazing on natural pasture supplemented by introduced pastures and cultivated crops, which had been demonstrated as practicable, and in doing so, raise the carrying capacity of the best blocks to, perhaps, as high as one sheep to the acre.

Purpose of subdivisions.

105. The scheme was a novel conception to acquire lands for closer grazing and agricultural settlement without paying any money for them, and to hasten development and production. In these respects it was highly commendable. But it had about it features which could and did inflict inequities in individual cases. And inequities became certain when the prescribed areas of Perpetual Leases and Settlement Farm Leases, in terms of the then existing Land Acts, were granted to lessees irrespective of the amount of timber clearing and development work they had already done, and irrespective of the different potential capacities of the lands.

Object of scheme commendable.



## INEQUITIES OF ACT.

Inequities  
of scheme.

106. The inequities of the scheme may be enumerated as follows:—

- (i.) It applied only to grazing leases with more than seven years to run and which could be subdivided into at least three blocks. It did not apply to holdings with less than seven years to run; nor to holdings which could be subdivided into only two blocks. The result was that the bigger man was looked after—he got two priority areas—whilst the smaller man received no consideration and was kept guessing as to what might happen at the expiry of his lease, at which time closer settlement would have materially advanced and his prospects of receiving a suitable sized area would be prejudiced.
- (ii.) It made no distinction between the good tenant and the bad tenant—between the man who had improved his country and the man who had not. Both were treated alike.
- (iii.) The good Crown tenant lost much of his timber treatment work without any monetary compensation; hence arose the request that ringbarking and timber treatment be paid for by the incoming tenant as an improvement.
- (iv.) The scheme was framed within the area provisions of the existing land laws, and not within the potential capacities of the blocks. Consequently subdivisions were often adversely affected. For instance, if the potential carrying capacity of one block was 1 sheep to 1½ acres and of another 1 to 2½ acres, the maximum area for a Settlement Farm Lease in each case was 4,500 acres. Again, if an admirable subdivision, using existing water and fencing improvements to the best advantage, might have been 5,500 acres, it had to be reduced to 4,500 acres to conform to the maximum area of a Settlement Farm Lease. It would have been much better to have determined the area without arbitrary restrictions, and so meet the circumstances of each case.
- (v.) Although acceptance was voluntary, there was nevertheless an element of compulsion. The lessee felt that if he did not accept two priority areas now, even if he thought them inadequate, he would probably get only one area later, as the whole locality had been designated for closer settlement.
- (vi.) The subdivision scheme did not sufficiently take into consideration the large sums of money which a few of the more progressive lessees had spent in developing their country; nor the extent of improved country which they were handing over to the Crown. Sufficient discrimination was not made between those who were losing developed country and those who were not.

Criticism  
that scheme  
based on  
potential  
capacities.

107. Another criticism has been made in evidence, particularly in regard to the competition blocks namely, that the 1952 Act Settlement Scheme was based on potential carrying capacities and production, and not on present capacities. This is true; any new settlement scheme cannot otherwise be based. But for the purpose of safety, and as an aid to development, a sufficient margin must always be left the settler above what is potentially a bare living area. This question of sound areas for brighalow settlement is fully discussed in the next chapter.



## COSTLY DEVELOPMENT OF BRIGALOW COUNTRY.

As shown in the Report, brigalow country is very costly to develop. The figures quoted hereunder are in respect of an area of 8,300 acres in the Goondiwindi District selected as a Prickly Pear Development Grazing Homestead in 1935. Development was delayed by the war, but in subsequent years it proceeded vigorously. The total expenditure to date amounts to £94,460. The particulars are set out hereunder.

Water .. ..	£10,500	Five bores costing from £1,000 to £2,000 each (including 3 mills, mallee tanks, troughs, etc.) = £7,500; Three dams costing £1,500, £300 and £200 = £2,000; One water hole equipped 3,000-gallon tank and mill. Two 5,000-gallon tanks with 3 miles of piping and extra troughing for cultivations = £1,000.
Timber .. ..	£24,000	All rung and dead except shade lines. Six thousand acres pulled after killing by ring-barking and partly ready for cultivation. All box and sandalwood suckered and kept clean. All brigalow suckers killed by cutting down and flogging with wethers.
Fencing .. .. (20 paddocks and boundary)	£14,900	Half share 12 miles dog and rabbit fence. Half share 6 miles plain wire and marsupial netting = £4,800; Thirty miles internal fencing, mainly marsupial, 5 miles rabbit netting fence (35 miles internal fencing, average £300 per mile) = £3,500; Marsupial fence is now costing over £400 per mile.
Cultivation ..	£5,160	One thousand and thirty-two acres at £5 excluding ringing and pulling down shown under timber treatment—also excluding water and fencing for cultivation paddocks.
Buildings ..	£23,000	House and contents, £3,000. Station hands' quarters, £3,000. Shearers' huts, £4,000. Wool shed, £9,000. Outhouses, garages, machinery sheds, etc., £2,000. Haysheds, £1,000. Pig houses, storage and laboratory extra. Laboratory is occupied and partly paid for by University of Queensland.
Facilities ..	£5,200	Power house and plant 110 V DC light and 240 AC 3-phase for power, £2,500. Roads, grids, etc., £1,000. Telephone, £500. Sheep and cattle yards, £1,200.
Implements and vehicles .. ..	£11,700	Crawler tractor, £2,500. Ferguson, £1,000. Ploughs (moleboard, sundercut and chisel), £1,000. Combine, £1,000. Harrows and scarifier, £500. Truck, £1,000. Car, £2,000. Land Rover, £1,000. Baler, mower and rake, £1,300. Borer, drills, welder, hammer mill, pumps, etc., £1,000.
Total .. ..	£94,460.	

The developed carrying capacity of this land is now about 4,000 sheep and 400 cattle. This lessee intends to spend up to £20,000 more in further cultivation and pasture improvement.

The existing lease will shortly expire and the Lands Department proposes to excise an area of about 2,500 acres which, with an area excised from another block, will make a new selection for public competition.

In the opinion of the Commission it would be in the public interest not to apply "standard" principles to such a case, but to grant the lessee a new "Brigalow Lease" for 40 years over the whole area.



On undeveloped blocks the early years are always years of difficulty and struggle for the settler, but he wins through if he keeps on the job and has the finance for development. Then he reaps a satisfying reward.

108. The tenure of Settlement Farm Lease was not a suitable tenure for these brigalow lands. It was a tenure introduced in 1927 for the settlement of the Mt. Abundance lands, Roma District, which comprise open undulating country with some agricultural potential. They were lands which did not require a heavy expenditure to bring them into production and were, therefore, quite different from the brigalow lands now being discussed.

Settlement Farm Lease not a suitable tenure.

109. It would have been much better if, instead of trying to fit the new blocks into the area limitations of existing land tenures—2,560 acres for Perpetual Leases and 4,500 acres for Settlement Farm Leases—a new tenure had been created—"Brigalow Leases"—with a term of 40 years and with areas varying from 3,500 acres to 7,500 or 10,000 acres according to the quality of the land, the development expenditure required and the circumstances of each case. All cases could then have been equitably dealt with.

New tenure, "Brigalow Leases," required.

#### RECTIFYING INEQUITIES.

110. To remove inequities it is necessary to give selectors whose holdings have been brought under the 1952 Land Act a better deal.

Selectors need a better deal.

111. In the next chapter, "Development of Brigalow Country", I am submitting proposals calculated to remove all inequities. Under these proposals selectors whose lands have already been dealt with will be given the option of—

Removing inequities.

- (a) Converting their Settlement Farm Leases to "Brigalow Leases" with a term of forty years, that is five years longer than the present Settlement Farm Leases and with re-assessment of rents every ten years. This will give the lessees a developmental period of five years, and they will then have the enjoyment of thirty-five years of full production; or
- (b) Converting their Settlement Farm Leases to Perpetual Leases with rents at  $2\frac{1}{2}$  per cent. of the unimproved value of the land as determined by the Land Court as at the date of application to convert; the rents to be re-assessable every ten years; or
- (c) Converting their Settlement Farm Leases to Freeholding tenure at the unimproved value of the land as determined by the Land Court, payable over twenty years without interest.

112. In regard to lands not yet dealt with, it is recommended that brigalow lands in future be made available as Perpetual Leases in areas up to 5,000 acres; from 5,000 to 10,000 acres as "Brigalow Leases"; and over 10,000 acres as Grazing Selections or Pastoral Leases. This will enable the individual blocks to be dealt with according to quality of land, situation, costs of development, and other circumstances.

Future priority rights and openings.



Adequate compensation for surrendering old leases.

113. These proposals will adequately compensate the great bulk, if not all, of the lessees who have surrendered their old leases. Should a few odd cases exist in which the area of developed country surrendered to the Crown much exceeds the average developed area which other lessees have surrendered, consideration might well be given to granting them a short-term lease over one of the lots designated for competition; but it would have to be clearly proved that the generous concessions now proposed are not adequate compensation.

Re-design in a few instances.

114. In an odd case, also, where it could be shown that justice has not been done in designing the blocks and that existing improvements have not been sufficiently considered, the existing design could be reviewed. There could not be more than a few cases in which this action might be warranted.

## PART VII.

### DEVELOPMENT OF BRIGALOW COUNTRY.

Extent and situation of brigalow belt.

115. The Brigalow Belt is a broken belt of country, about 200 miles wide, extending some 600 miles from Collinsville in the North to Goondiwindi in the South, and then on into Northern New South Wales. It is estimated to cover about 23,000,000 acres and lies within the 20-inch and 30-inch isohyets.

Brigalow associated with other timbers.

116. Whilst brigalow predominates in the brigalow scrubs, it is often associated with other timbers such as belah, box, wilga, and limebush in Southern Queensland, and other species in Central and North Queensland.

Two-thirds of brigalow scrub still undeveloped.

117. Much of the brigalow country still remains in a virgin state. Of the total area of 23,000,000 acres it is estimated that approximately 15,000,000 acres, or nearly two-thirds of the total area, is still undeveloped; the remaining 8,000,000 acres, or about one-third of the whole, has only been partly developed. When fully developed its productive capacity will be enormously increased.

Immense potentiality of brigalow country.

118. Owing to its situation in the good rainfall belt and its immense potentialities, brigalow country offers the best scope for development of any large tract of country in Queensland. Costs of development, however, are heavy. Sound administration, therefore, is needed to assist this development and to enable the State to benefit from the production that will flow from it.

Reasons for delay in development.

119. The long neglect in the development of brigalow country is not surprising. Apart from the delay occasioned by the heavy infestation of prickly pear, and the need to wait until the pear was cleared by biological agencies, it follows the trend of other land settlement in the State.

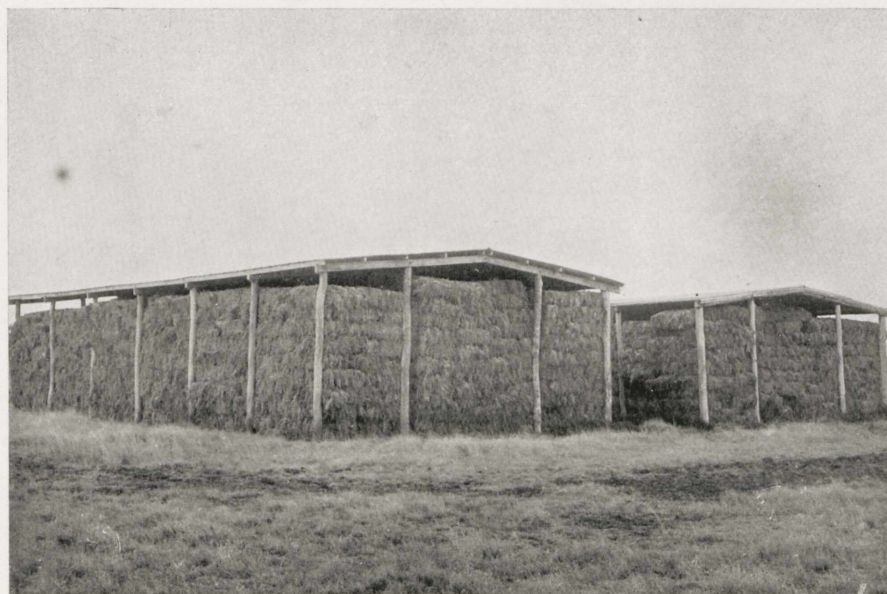
In the early days selectors sought out open forest country and neglected the softwood scrubs along the coastal belt. Subsequently it was found that the scrub, when felled and grassed, was immeasurably superior to forest country, both for grazing and cultivation, and scrub land since has been much in demand.



BRIGALOW SCRUB IS HIGHLY PRODUCTIVE LAND.



PULLED BRIGALOW SCRUB READY FOR BURNING.



CROP OF WHEAT AND HAY ON CLEARED BRIGALOW LAND.



120. The greatest belt of developed softwood scrub in Queensland is on the Atherton Tableland. This development was mostly completed about 30 years ago. The land is now held in comparatively small areas of a few hundred acres and produces much wealth in dairy products and agriculture, particularly maize. The Atherton Tableland is a great asset to North Queensland.

Coastal scrub country a great asset.

There are, of course, many other districts in which soft scrub lands have been developed, and in every instance they have come to be regarded as the best lands in the district.

121. Now the swing has come to develop inland scrub country for grazing, as well as for agricultural purposes. As in the case of the coastal scrub country, it has been found that this land, when developed, is much better and has a much higher productive capacity than the best of the open country.

Swing now to inland scrubs.

122. A very valuable paper on "The Brigalow Country as an Asset to the State" has been contributed by Dr. P. J. Skerman, B.A., D.Agr.Sc., Q.D.D., Senior Lecturer in Agriculture at the University of Queensland. Dr. Skerman has made a close study of brigalow lands for many years—their shortcomings and limitations and their immense possibilities. His paper covers all aspects of the subject, both scientific and practical, and should be read by everyone working brigalow land. A valuable map illustrating the situation of the brigalow areas accompanies the paper. The paper and map are printed as Appendix III.

Very valuable paper by Dr. Skerman.

#### DIFFICULTIES IN DEVELOPING BRIGALOW COUNTRY.

123. The development of extensive tracts of brigalow country seems to have been first undertaken by settlers in the Tara District, although smaller areas in other districts were cleared from time to time.

Early settlement at Tara.

The Tara lands were originally selected about 50 years ago in small and, generally, inadequate areas. The railway to Tara was completed in 1911, and a Shire Council was constituted in 1912.

124. The original settlers suffered much hardship. Many were forced to leave, but others struggled on. Eventually the blocks held by individual selectors aggregated into areas of about 2,560 acres or more, and development got under way.

Struggle of settlers.

125. Clearing of brigalow scrub presented a major problem. The method employed was ringbarking and burning. Ringbarking in those days could be done from six shillings to eight shillings an acre; now it costs about twenty-five shillings to twenty-seven shillings and six pence an acre if ring-barkers can be found to undertake the work.

The Problem of clearing brigalow.



Results of  
experience.

**126.** The original clearing was by the method of trial and error. It was soon found that if a fire were put through quickly after ringbarking as soon as the standing scrub had apparently died, or if the brigalow were felled by axe and subsequently burnt, a thick scrub of suckers and seedlings appeared and the country became valueless.

After long experience it was found that if the brigalow were ringbarked and allowed to stand for five years until all parts of the tree above and below the ground were completely dead, it could then be safely burnt and the country cleared without many suckers appearing; but all improved brigalow country has to be followed up from time to time to control the regrowth.

When the clearing of brigalow scrubs demonstrated good results extensive clearing operations became more widespread, particularly in the Goondiwindi District.

Pulling of  
brigalow by  
tractors.

**127.** The more recent method of clearing brigalow is to pull down the brigalow scrub by two crawler tractors dragging a heavy chain. The cost of this method ranges from twenty shillings to forty shillings an acre, according to the size of the trees and density of the scrub.

The fallen brigalow is subsequently burnt off and the land sown with Rhodes grass. The sowing with grass, usually done from the air, helps to control the suckers, but to what extent has not yet been definitely established. Sometimes excellent results are achieved; on other occasions suckers persist in appearing.

Aerial  
spraying.

**128.** Another recent method is aerial spraying of virgin brigalow scrub with hormones, and subsequent burning off of the dead timber. Here again the results have been mixed; some good, and some bad. This method is a little more costly than pulling with tractors.

#### IMMENSE POTENTIALITIES OF BRIGALOW LANDS.

Native  
grasses are  
deficient in  
nutriment.

**129.** When brigalow was ringbarked and the foliage had died, native grasses and herbage commenced to grow and carrying capacity was much increased, up to about one sheep to two acres in good seasons. The native pastures, however, have a short growing-season, and in the winter months are deficient in nutriment owing to their low protein content.

The need  
for sown  
pastures.

**130.** It has been found that this defect can be remedied and carrying capacity greatly increased, by the sowing of other grasses and pasture legumes. This provides not only more feed for stock, but supplies a balanced ration.

Sown  
pastures  
multiply  
carrying  
capacity.

**131.** In his paper on "The Potential of Improved Pastures for Brigalow Soils"—which is printed as Appendix IV.—Dr. J. Griffiths Davies, B.Sc., Ph.D., D.Sc., states that sown pastures on brigalow country in New South Wales, over the border from Goondiwindi, have been known to carry in excess of one beast per acre per annum over an eight-year period. This represents more than a sixfold increase in carrying capacity over that obtained with native pastures. It is equivalent to several sheep an acre.



THE CLEARING OF BRIGALOW SCRUB.



STANDING BRIGALOW AND BELAH SCRUB—GOONDIWINDI DISTRICT.



PULLING SCRUB—GOONDIWINDI DISTRICT.



132. Dr. Griffiths Davies further states, "The ease of establishment (of the introduced pastures) and high productivity ensures a return even in the year of establishment to cover all costs involved", and expresses the opinion that "with the development of large areas of improved pastures stock numbers may ultimately be limited by the adequacy of stock water rather than the productivity of improved pastures."

Quick  
return of  
capital  
expenditure.

133. It will thus be readily recognised that the potential of brigalow country has passed well beyond the stage of conjecture and expectation. Definitely established facts proves that brigalow country, properly used, can become the richest producing land the State possesses.

Potentiality  
proven.

134. The work of developing and introducing pastures, however, is costly and continuous. At present-day costs the expense of bringing a brigalow block into production, with suitable areas of cultivation, may reach £10 an acre, and in addition to that, there would be the continuous work on pasture improvement.

How can  
development  
be hastened.

Such a heavy expenditure cannot be undertaken with an insecure tenure and without adequate finance.

#### EXPERIENCE OF EXISTING SETTLERS.

135. Before discussing areas, tenures, and finance, it may be advisable, at this stage, to quote the evidence of a few old-established, as well as new settlers, on brigalow blocks. The evidence quoted is an impartial selection from a mass of evidence available.

Some  
extracts  
from  
evidence.

136. The following is an extract from the evidence of the son of an original pioneer at Tara:—

Experiences  
of an early  
selector  
at Tara.

"I have been here all my life. Father came here as an original selector before the town of Tara, and I write this as my experience of this area some 20 miles west of Tara.

"I have 2,585 acres, part selected as green scrub, and part since purchased improved. It is all cleared with some cultivation.

"I consider that I make a reasonable living off this area.

"I run 1,400 sheep in all seasons with safety, getting 300 to 400 lambs in Spring, thus running up to 1,800 over Christmas, but sell the extra down to 1,400 before winter. I have some cultivation—grain for feed purposes, and conserve ensilage in pits for feed. I have never had to feed dry sheep, but the breeding ewes need feeding in a drought.

"I lost 30 sheep only in the recent drought, but had to take 200 lambs off their mothers and fed them for three months.

"My income off the place last year was £4,000. Before that, it was considerably more.

"Outside men who have bought in here in recent years, misled by the run of extreme wet years, over-stocked badly and, of course, had heavy losses.

"However, as I got my country comparatively cheaply, I would say that, on present costs, three 1,280-acre blocks may be necessary for a good living; certainly no more, if it is well cleared and efficiently run."



Successful selector on small area near Goondiwindi.

**137.** And here is the evidence of a selector holding 3,100 acres of brigalow country near Goondiwindi, selected and developed many years ago. This selector is a prudent, hard-working man, unmarried, and thus has not had heavy household expenses or expenses for the education of children. The figures quoted have been taken from Income Tax returns:—

“The figures hereunder represent the returns of steady routine grazing of sheep only, no cultivation, after all the usual troubles, difficulties and losses incidental to wool growing in that period. Admitting that the last ten years have been exceptional both as regards seasons and prices, still, attention is drawn to the previous 15 years. It was during this period that 1,700 acres of heavy brigalow undergrowth was treated and substantial improvements effected.”

“SUMMARISED STATEMENT OF INCOME.

25 years: 1934-1958.

	£
Total Taxable Income .. .. .	81,251
Income Taxes Paid .. .. .	33,276
Average Taxable Income 25 years 1934-1958 ..	3,260
Average Taxable Income 15 years 1934-1948 ..	1,010
Average Taxable Income 10 years 1949-1958 ..	6,636.”

The detailed figures are given in Appendix V.

Evidence from a new settler with finance.

**138.** The summarised evidence of a settler from New South Wales who recently selected a brigalow Settlement Farm Lease of 4,400 acres near Goondiwindi is given below:—

“Method employed for Clearing Brigalow.

	Acres.
Ringbarking .. .. .	2,300
Pulled down .. .. .	560
Cleared for cultivation .. .. .	240

All carried out by contractors.

My Estimate of Carrying Capacity.

(a) On taking delivery .. .. .	700
(b) At June, 1958 .. .. .	2,200
(c) Estimated 1959 .. .. .	3,000

Present Indebtedness .. .. . £8,500

Prospects of Success.

I feel confident that the block will carry on successfully, but attribute my ability to bring the block up to a sound income proposition largely to the amount of funds earned outside the block in the early years of occupation, and expended on development of same. (The selector's income from another property 1955-56 to 1958-59 was £17,300.)

Blocks of similar type are quite capable of successful development providing the settler either has sufficient finance, or finance is made available to increase the carrying capacity.”



BRIGALOW SCRUB IS COSTLY TO DEVELOP.



CLEARED BRIGALOW SCRUB WITH REGROWTH OF SUCKERS. IF NEGLECTED, THE LAND WILL BECOME OVERGROWN AGAIN WITH BRIGALOW.



139. Another new settler, without adequate finance for development, states:—

"The block I drew is 3,538 acres of which there is approximately 3,000 acres of brigalow and belah country. Of this about 600 acres had been rung, the remainder was virgin scrub. There was no water and no boundary fence on the western side.

The development works I have carried out so far, with respective costs, are as follows:—

	£
1 bore put down and equipped .. ..	2,300
1,100 acres scrub ringbarked at 36s. per acre ..	1,980
1 dwelling erected .. ..	660
200 acres scrub pulled for cultivation .. ..	700
3½ miles Boundary fence halfshare approx. ..	550
1½ miles internal fencing .. ..	250
2½ miles internal fencing not completed yet ..	650
Set of sheep yards not completed yet .. ..	350
	<u>£7,440</u>

At present I have 1,700 sheep running on the block and 22 head of cattle. This of course is only brought about by the lush growth of grass in the newly rung country. Ordinarily 800 or 900 would be ample. I think if the block were fully developed it might carry 2,000 sheep.

The earning capacity at present is nil. In fact it doesn't pay for its running expenses. I enclose a balance sheet made up by my accountants for last financial year. (This is quoted below.)

*Present indebtedness.*

	£
Agricultural Bank .. ..	7,500
Wool Brokers .. ..	3,000

My opinion is that these blocks are too small to be able to make enough from them to put on the improvements that are necessary. My prospects for success are very small unless I can get more money to improve this block to run larger numbers of stock."

"INCOME AND WORKING EXPENDITURE  
FOR YEAR ENDED 30TH JUNE, 1958.

(Exclusive of Developmental Expenditure.)

	£	£
Wool Proceeds—(32 Bales) Gross .. ..		2,844
Loss on livestock trading .. ..	884	
Crown Rent .. ..	74	
Rates .. ..	45	
Insurance .. ..	89	
Interest .. ..	461	
Repairs and general hardwar .. ..	42	
Subscriptions .. ..	3	
Repairs to jeep .. ..	66	
Registration jeep .. ..	16	
Insurance jeep .. ..	24	
Tyres .. ..	47	
Fuel and oil .. ..	122	
Travelling expenses to inspect stock .. ..	10	
Pest destruction .. ..	6	
Seed .. ..	3	
Dip, drench, &c. .. ..	187	
Bank charges .. ..	10	
Shearing expenses .. ..	359	
Woolmarketing expenses .. ..	156	
Droving and cartage of livestock .. ..	204	
Cartage general .. ..	3	
	<u>£2,811</u>	<u>£2,844."</u>



## FINDINGS ON EVIDENCE.

Findings  
on evidence  
before  
Commission.

**140.** The bulk of the evidence before the Commission is to the same effect as that above quoted.

It conclusively proves that—

- (i.) Old-developed, good quality brigalow land in areas from 2,500 to 3,500 acres, in close proximity to railway and markets and situated in the good rainfall belt, constitute sound closer settlement;
- (ii.) Green timbered blocks need a margin of from 1,000 to 1,500 acres over the abovementioned areas to cope with present-day high costs of development and to permit of the raising of adequate finance;
- (iii.) New settlers on green brigalow country, who have adequate finance, are likely to succeed;
- (iv.) Settlers on green brigalow country, without adequate finance, will inevitably fail.

## AREAS, TENURES AND FINANCE.

Priority  
blocks  
equivalent  
to one-and-  
a-half living  
areas.

**141.** The Priority Blocks granted to lessees of Grazing Selections with more than seven years to run who surrendered their leases for closer settlement, generally consist of a Settlement Farm Lease up to 4,500 acres in area and a Perpetual Lease of 2,560 acres. This was intended to be two living areas. In effect, it is about one-and-a-half living areas.

Tenure  
adjustments  
now recom-  
mended will  
rectify all  
anomalies.

**142.** The tenure adjustments which are being recommended in the following paragraph will, however, further compensate these lessees for the surrender of their original leases, including ringbarked country. It is considered that these concessions will remove all anomalies.

Tenure  
concessions  
recom-  
mended.

**143.** The tenure adjustments or concessions recommended, which should be obtainable at the option of the lessee, are—

- (i.) Conversion of Settlement Farm Lease (35-year lease) to "Brigalow Lease" with a term of 40 years—that is a five years longer lease; the rent to be re-assessed every ten years; or
- (ii.) Conversion of a Settlement Farm Lease to Perpetual Lease with rent at  $2\frac{1}{2}$  per cent. of the present unimproved value of the land; the rent to be re-assessed every ten years; or
- (iii.) Conversion to Freeholding tenure at the present unimproved value of the land payable over 20 years, without interest.

On large-  
size blocks  
Perpetual  
Lease  
considered  
better than  
Freehold.

**144.** Although opinions may differ on this matter, it is considered that Perpetual Lease tenure with rent at  $2\frac{1}{2}$  per cent. of the present unimproved capital value of the land, and without payment of any Land Tax, is the best of the tenures offered. In the case of Freeholding tenure, substantial Land Tax would be payable each year after the land was freeholded.

It is true that the rents of Perpetual Leases would be re-assessed from time to time and would probably be increased; but so would the Land Tax payable on Freehold be increased as the market value of the land increased.



DEVELOPING BRIGALOW COUNTRY.



PLOUGHING—GOONDIWINDI DISTRICT.



CLEARED AND GRASSED LAND IN BRIGALOW BELT.



145. The question now arises why a rate of  $2\frac{1}{2}$  per cent. should be fixed as the rental rate for the new Perpetual Leases. Why rent of  $2\frac{1}{2}$  per cent. should be charged.

146. The existing rate of rent for Perpetual Lease Selections in Queensland is  $1\frac{1}{2}$  per cent. of the unimproved capital value. This rate of course, is quite unrealistic in relation to the value of money. Reasons for existing rate of  $1\frac{1}{2}$  per cent. on small Perpetual Leases.

The tenure of Perpetual Lease was originally introduced in competition with Freeholding tenure. Under Freeholding tenure the purchasing price was payable over 40 years, that is  $2\frac{1}{2}$  per cent. each year. The rent of a Perpetual Lease necessarily had to be less, and hence the rate of  $1\frac{1}{2}$  per cent.

147. Although the rate of  $1\frac{1}{2}$  per cent. is unrealistic it is not recommended that any change be now made in respect of the existing Perpetual Leases as this would be a repudiation of contract, which is something a responsible Government should not do, even if the contract is not an advantageous one. There should be no repudiation of contract.

148. But, as a matter of fact, the low rate of  $1\frac{1}{2}$  per cent. on existing Perpetual Leases does little harm. Most Perpetual Leases in Queensland are held by the smaller settler. Although the existing law allows an area of 2,560 acres to be held as Perpetual Lease, the average area of Perpetual Leases in the State is only 465 acres. A rate of  $1\frac{1}{2}$  per cent. on small holdings is sound statesmanship.

These small settlers may be regarded as equivalent to the basic wage earners of the cities, although the risks encountered by them are greater. They also produce food for the people and help to give employment in the cities. What the State loses in rents, it gains in production.

149. But it would be ridiculous to grant Perpetual Leases of larger areas of valuable land at rents of  $1\frac{1}{2}$  per cent. Over the border from Goondiwindi, New South Wales charges  $2\frac{1}{2}$  per cent. on the unimproved value as rents of Perpetual Leases, and Crown officers consider that rate to be low. There are many persons in Queensland, also, who will think that  $2\frac{1}{2}$  per cent. is too low. Large valuable holdings should pay more.

150. Having regard, however, to the immense amount of developmental work to be done and continuously maintained, a rent of  $2\frac{1}{2}$  per cent. may be considered equitable. No State should seek high rents from its tenants. In the long run a policy of high rents would be "penny wise, pound foolish," as it would be likely to retard production. Rent should not be high owing to developmental costs.

151. Under these proposals it will become necessary to classify Perpetual Leases into two classes— Classification of Perpetual Leases according to size of areas.

Class I: Small areas already held paying rents at  $1\frac{1}{2}$  per cent., and future small areas made available for settlement;

Class II: Larger areas up to 5,000 acres in area paying  $2\frac{1}{2}$  per cent.

The Class II lands will be lands which require much capital expenditure for development, hence the larger area. For the privilege of holding a larger area a higher percentage rate for rent is justified.



All land-holders up to 5,000 acres should have Perpetual Leases if country extensively improved.

**152.** Elsewhere in the Report—Part XI., Security of Tenure—it is recommended that holders of any leasehold land, including Grazing Selections, of an area not exceeding 5,000 acres, who have improved their country to an extent of £5 per acre, including structural improvements, be allowed to convert to Perpetual Lease tenure. This is the only way in which maximum development can be obtained. These holdings will be in Class II.

Varying rental rates.

**153.** The rental rates then being paid for Perpetual Lease Selections in the State will be—

- (i.) A rent of  $1\frac{1}{2}$  per cent. on unimproved capital values for existing small Perpetual Leases up to 2,560 acres in area, and a few Prickly Pear Perpetual Leases exceeding that area;
- (ii.) A rent of  $2\frac{1}{2}$  per cent. on unimproved capital values for Perpetual Leases exceeding 2,560 acres, up to 5,000 acres in area;
- (iii.) A rent of 3 per cent. on unimproved capital values for town allotments held under Perpetual Lease tenure.

Differentiating rental rates justified as between town and country land.

**154.** In the case of town allotments increased values depend more on community advancement than on individual effort. Country land values are created more by individual effort, and, therefore, a differentiation in the rental rate is justified.

Further questions for consideration.

**155.** Two further questions now arise—

- (a) Whether small Perpetual Leases in future should be made available with rents of  $1\frac{1}{2}$  per cent. on unimproved capital values, or should a rate of  $2\frac{1}{2}$  per cent. be charged;
- (b) Whether the lessees, who wish to convert their Settlement Farm Leases granted under the 1952 Act to Perpetual Leases at  $2\frac{1}{2}$  per cent., should be asked to pay  $2\frac{1}{2}$  per cent. on the Priority Perpetual Leases they already hold in association with the Settlement Farm Leases, as a condition precedent to the conversion of the latter.

Recommended continuance of  $1\frac{1}{2}$  per cent. on small Perpetual Leases.

**156.** These questions are merely mentioned so that it may not be thought they have been overlooked.

In the case of small Perpetual Leases generally up to 2,560 acres in area, which may be made available for settlement in the future, it is recommended that no alteration be made—that is, that the rate of  $1\frac{1}{2}$  per cent. remain.

Should Perpetual Leases held in conjunction with converted Settlement Farm Leases pay  $2\frac{1}{2}$  per cent.

**157.** In the case of existing Perpetual Leases of 2,560 acres at  $1\frac{1}{2}$  per cent. which are held in conjunction with Settlement Farm Leases of 4,500 acres, now to be converted to Perpetual Leases at  $2\frac{1}{2}$  per cent., it would not be inequitable to charge  $2\frac{1}{2}$  per cent. on both of the Perpetual Leases which, in effect form one holding, and the lessees should have no objection to this being done. The matter, however, is left to the discretion of the Government. It is not recommended.



## FINANCE TO AID DEVELOPMENT OF BRIGALOW LANDS.

Small brigalow blocks are costly to develop and during the process of development income is small. It is desirable to have the brigalow scrub cleared and grassed as early as possible. When this has been done the block is an economic asset to the settler and to the State.

### HEAVY COSTS OF DEVELOPMENT.

Development requires finance. An expenditure of as much as £8 to £10 per acre is required to develop these small brigalow blocks, and so excellent is the country, when improved, that such expenditure is prudent and wise.

The man with money can succeed; without money he will fail. The State has a duty to assist these Crown tenants to speedily develop their lands. By lending money on favourable terms, both the settler and the whole community are helped. The State should have the courage to back its own administration. It is building up a very valuable asset and ensuring continuous production. Moreover, the security is good and all the money lent will be repaid.

Finance is the dominant need for developing brigalow blocks. Recommendations are made in the Report for the State to lend these settlers a maximum sum of £15,000, with repayments over a 25-year period; the first 5 struggling years at interest only, with redemption and interest spread over the remaining 20 years.

### CLAIM FOR COMMONWEALTH ASSISTANCE.

The development and the bringing of these lands into production are of great importance, not only to Queensland but also to the Commonwealth of Australia. The Commonwealth has previously assisted the State in making money available to aid land holders. A case in point was the Agreement of 1926 whereby £122,000 annually was made available by the Commonwealth as a loan to Queensland for 6 years from 1st July, 1926, for the purchase of wire and wire netting for issue to land holders for rabbit- and dog-proof fences—the land holder to make repayments at 5 per cent. interest over a period of 25 years.

The development of these brigalow lands is of much greater national consequence, and the State has a strong claim for the assistance of the Commonwealth. Adequately developed, the brigalow lands will be the richest grazing lands that Queensland possesses, and the Commonwealth will draw substantial taxation revenues from them.

With finance, the incoming selectors of 3,500-4,500 acre competition blocks will succeed; without finance they must fail.

In the long run it may be better to allow the rate of  $1\frac{1}{2}$  per cent. to continue on the smaller Perpetual Leases as these were granted as part compensation for the surrender of the old Grazing Selections.

158. Further lands in the Brigalow Belt, up to 5,000 acres in area, should be made available as Class II Perpetual Leases; over that area, up to 10,000 acres, as "Brigalow Leases" with a term of 40 years, assessable every 10 years. Areas over 10,000 acres should be made available as Grazing Selections or Pastoral Leases as circumstances may require.

Tenures for further openings of brigalow lands.

159. Towering above all questions relating to the development of brigalow lands is the matter of finance. Means must be found to make finance available to those settlers who require it.

State finance for development imperative.

These lands must be developed. The State will be stultifying itself by every year's delay. Long-term loans by the State up to £15,000 a settler are needed, with payment of interest only during the developmental period of three to five years. After reasonable development the production from the land will repay the money borrowed and complete the full development of the block.

If matters are left as they are, only about 40 per cent. of the selectors of the new brigalow blocks will succeed; failure for most of them will be inevitable. With reasonable provision for finance, 90 per cent. of the settlers will succeed; the balance will solve their difficulties by selling out. The production from the developed lands will be such that the State will not only get its money back, but will reap handsome rewards each year in the future from such production.

160. There yet remains the question of what to do with some sub-standard areas which the Lands Department excised from the original Grazing Selections when granting Priority Blocks. The Department's present intention is to open them for Grazing Selection without the condition of personal residence attaching to them. This will not do. If they were to be so made available the ballot would have to be restricted to landholders who hold small areas only.

Dealing with sub-standard holdings.

161. It is thought that a much better plan would be to call tenders for the development of such blocks, the tenderer to state the development proposed and his capacity to do it. The tenders could be restricted to the smaller selectors in the locality. This is a novel proposition which should be fully considered.

Tenders for development should be invited.

162. The tenderer who submitted the best plan for development could be granted a Perpetual Lease or "Brigalow Lease" on the recommendation of the responsible land authority. The Minister's decision on the matter should be final.

Best development tender to be accepted or ballot held as may be required.

If a number of good development tenders were received, the land could be submitted to ballot amongst approved tenderers.



Untold  
wealth  
from  
brigalow  
lands.

**163.** These brigalow lands when fully developed, partly cultivated and sown with introduced pastures, will produce untold wealth for the State. When the final stage of development has been reached each holding, of course, will constitute more than a living area for one family.

Smaller  
subdivisions  
eventually.

**164.** At that stage the holdings can be subdivided, and the subdivisions be sold or be utilised for establishing sons of the original lessee. So long as the mistake is not made of having the original blocks too small, the matter of areas to be held by one person will solve itself in the course of time after development has been completed.

## PART VIII.

### RINGBARKING AND TIMBER CLEARING AS AN IMPROVEMENT.

Clearing of  
brigalow is  
costly work.

**165.** The pulling of brigalow scrub by tractors has largely replaced the old method of ringbarking. It costs from twenty shillings to forty shillings per acre, according to the density of the timber. It is usual for the tractors to work at a contract rate per hour.

How request  
for com-  
pensation  
arose.

**166.** When a lessee had recently done a lot of clearing and then lost or was likely to lose his country under the 1952 Act, he naturally felt aggrieved that he was not being compensated for his expenditure. It is true that he was getting an extra priority right, but so were other lessees who had not done a similar amount of clearing; and he felt that he was being treated unjustly. Hence arose the claim that ringbarking and the clearing of timber should be regarded as an improvement for which he should be paid.

Very  
valuable  
work.

**167.** The clearing which the lessee had done was, of course, valuable work and he was undoubtedly entitled to compensation for it, particularly when he had not occupied the country long enough to be recouped for his expenditure.

How com-  
pensation  
should have  
been  
granted.

**168.** If the two priority areas he received were no greater than the areas received by other lessees who had not handed over so much cleared country, then he was unjustly dealt with. Under the 1952 Act this compensation should have been paid, not in money, but in granting him priority areas of sufficient size to recompense him for the work he had done.

Compen-  
satory  
action now  
suggested.

**169.** To give selectors adequate compensation for their ringbarking, recommendations are made in Part VII. of this Report for selectors under the 1952 Act to have the option of—

- (a) Converting their Settlement Farm Leases to "Brigalow Leases" with a term of forty years, that is five years longer than the present Settlement Farm Leases, and with re-assessment of rent every ten years. This will give the lessees a developmental period of five years and they will then have the enjoyment of thirty-five years of full production; or



- (b) Converting their Settlement Farm Leases to Perpetual Leases with rent at 2½ per cent. of the unimproved value of the land as determined by the Land Court as at the date of application to convert; the rents to be re-assessable every ten years; or
- (c) Converting their Settlement Farm Leases to Freeholding tenure at the unimproved value of the land as determined by the Land Court, payable over twenty years without interest.

These tenure adjustments are calculated to give lessees ample compensation for the cost of any timber clearing work handed over to the Crown, as well as ensuring the utmost development of the lands now held by them.

170. Cultivation, and also the clearing of scrub, coupled with the planting of artificial grasses whether or not the ground is ploughed, is an "improvement" under the Land Acts, for which an incoming tenant must pay. Ringbarking or the clearing of timber is not. The reasons for this are clear. In the course of time ringbarking becomes merged in the land. It becomes an invisible improvement and there is no means of valuing it.

171. In rental assessments full allowance should always be made for all recent ringbarking so that the lessee may not be penalised for his work. No Crown lessee should be given any reasonable ground for believing that he is being treated unfairly. But, when his lease expires, and should he then lose some of the land, he cannot claim against the incoming tenant for something which has become merged in the land and the value of which, at that stage, is not ascertainable.

172. Following widespread representations that ringbarking should be regarded as an improvement for which the incoming tenant must pay, the then Minister for Lands (Hon. T. A. Foley, M.L.A.) appointed a Committee on 30th November, 1954, to inquire into and report on the matter. This Committee was appointed in terms of Section 27 (2) of the Land Acts and consisted of the President of the Land Court (W. L. Payne), and Members of the Land Administration Board (V. R. Creighton and J. J. Bergin).

On 9th December, 1954, the Committee unanimously reported to the Minister that it would be impracticable to regard ringbarking as an improvement payable by the incoming tenant, but that the Land Administration Board should have full regard to all expenditure incurred by a lessee on ringbarking and clearing, and design priority and compensation areas of such a size, within the framework of the 1952 Act, as would adequately compensate him for all such work and for the surrender of the old lease.

Cabinet approved the Committee's views.

The full text of the Committee's Report is given in Appendix VI.



## RECOMMENDATIONS REGARDING RINGBARKING.

Readjusted  
tenures  
needed for  
equitable  
treatment.

173. The present inquiry, however, has established that the area limitations of the 1952 Act cannot always be equitably applied, and that is one of the reasons why an extensive readjustment of tenures, giving lessees the option of obtaining "Brigalow Leases", Perpetual Leases or Freeholding tenures is recommended in Part VII of this Report.

Summary of  
reasoning  
and recom-  
mendations  
regarding  
ringbarking.

174. The main points concerning ringbarking as an improvement may be briefly summarised as follows:—

- (i.) As a matter of land administration, when dealing afresh with the land, it is not practicable to regard ringbarking or the clearing of timber as an improvement payable by an incoming lessee. It has become merged in the land and one cannot value what cannot be seen.
- (ii.) In every other aspect of land administration, ringbarking and the clearing of timber should be regarded as an improvement for which full allowance and credit should be given to the lessee, particularly in the following instances:—
  - (a) In all rental assessments full allowance should be made for ringbarking and development, and no Crown tenant should be penalised for his own improvements.
  - (b) In determining the size of priority areas, all timber treatment work and works of development should be considered in the lessee's favour, and not be allowed, in the slightest degree, to operate against him.
- (iii.) Selectors under the 1952 Act will be adequately compensated for all timber clearing by the options they are being given, in Part VII. of this Report, of securing better tenures by converting their Settlement Farm Leases either to "Brigalow Leases," Perpetual Leases or Freeholding tenures.

## PART IX.

## LIVING AREAS IN GRAZING DISTRICTS.

Common  
sense not  
common.

175. Living areas for settlement can only be arrived at by the application of common sense. Whoever coined the phrase "common sense" must have had an ironic sense of humour. Whilst it is called "common", it is not so common at all. Were it so, the solution of many of our problems would be much easier.

Original  
"peasant  
settlement"  
on coastal  
lands.

176. Much of the original closer settlement on our coastal lands was "peasant settlement"—that is settlement on sub-standard holdings.



## DAIRYING AND CLOSER SETTLEMENT.

Dairy farming has been one of the principal agencies for closer settlement in Queensland, particularly in the coastal districts of good rainfall. Without its aid many early settlements would have languished and failed. It is mostly conducted on small freeholds, Agricultural Farms and Perpetual Leases. The average area of Agricultural Farms (freeholding tenure) in Queensland is 365 acres; and of Perpetual Leases, 465 acres. Dairying is essentially the small land man's industry.

Now, many dairymen are in difficulties. Amongst primary producers they have been the hardest hit by costs of production and the lower margin of profit which is left to them, by the price of butter. In consequence, dairying is on the decline.

The record number of dairy cattle in Queensland was 1,573,825 in 1943. On 31st March, 1957, it was 1,374,467, a reduction of 12½ per cent.

Four statistical divisions had 91.9 per cent. of the State's dairy herds at 31st March, 1957. These were Moreton (409,007), Maryborough (372,330), Downs (278,591), and Rockhampton (203,904). Compared with the total at the end of the war (March, 1945), Moreton herds are now lower by 7.1 per cent., Maryborough by 6.6 per cent., and Rockhampton by 1.4 per cent., whilst Downs shows a decrease of 16.8 per cent. The Cairns and Mackay Divisions also have fairly large dairy herds (48,804 and 22,683 respectively in 1957), but these numbers are 8.8 per cent. and 20.7 per cent. respectively below their 1945 levels.

### WEALTH PRODUCTION OF DAIRYING INDUSTRY.

In 1956-57 the total monetary value of the butter produced in Queensland was £18,824,000, and of cheese £1,604,000. These were the ex-factory returns and included Commonwealth Government Bounty.

The quantity of milk used for the market milk trade in Brisbane in 1956-57 was 17,253,000 gallons. It is estimated that the total consumption in Queensland of milk, as fresh milk, table cream and ice cream, would now be not less than 40,000,000 gallons yearly.

Based on an estimated net return of 3s. per gallon on the farm, milk used for the market milk section of the industry would have a total value to producers of at least £6,000,000. There are also estimated to be about 190,000,000 gallons of separated milk, 16,000,000 gallons of butter milk, and 12,000,000 gallons of whey used on farms, chiefly for pig raising, which would be valued at about £4,000,000. This gives a total of £30,428,000 as the dairymen's contribution to the welfare of the State. But its greatest value is its human contribution—the number of homes it maintains and the number of families which are raised on these comparatively small land properties throughout the State.

### INDUSTRY MUST BE HELPED.

These areas are so small that no other livestock industry can take the place of dairying. Many dairy farms have only small plots of cultivable land and the carrying capacity of the land is such that stock raising and fattening cannot profitably be engaged in.

There is a large gap between our costs of production of butter and the realisations from United Kingdom sales. Costs are higher in Queensland than in the Commonwealth generally. The 1953 Dairy Industry Survey showed a range of costs in various Queensland regions of 45.3d. to 59.6d. per lb. of commercial butter, compared with a Commonwealth average of 42d.

It would be a disastrous blow to closer settlement in Queensland if dairying were allowed to languish. No other industry can take its place on the majority of these small holdings.

### COMMONWEALTH AND STATE ACTION SUGGESTED.

The rehabilitation of the dairying industry is mostly a Commonwealth matter. Some marginal production will have to be eliminated; costs on existing farms will have to be reduced by more efficient methods; and, perhaps, an increased bounty will have to be paid to meet our higher production costs in Queensland.

All these facts and figures show the urgent need for the State and Commonwealth Governments to co-operate and work vigorously to improve the lot of the dairy farmer. Dairying is not just another industry. It is more than that. It is very much part of the land of Queensland, and if it is allowed to languish that part of Queensland will languish also. The areas on which dairying is conducted are so comparatively small that they do not lend themselves to any other land industry.

Acknowledgments to Department of Agriculture and Stock for statistics quoted.



Living in the country has so many natural advantages over the artificial life of the cities that a man can live happily and raise a family on less than the basic wage. A number of them are doing it now. But it is not a standard of living to be perpetuated.

177. The term "peasant settlement" is not used in any slighting or derogatory sense. Indeed, many of these small landowners on inferior land or sub-standard holdings are entitled to the highest respect by reason of the wonderful contribution they have made to the life of the State. They have raised families of big-minded sons and daughters who in later life have taken foremost places in competition with city-dwellers.

Valuable contribution by small landholders.

178. These sub-standard holdings eventually rectified themselves. The parents died and their successors in title either extended their holdings by purchasing other land or sold the inherited land to other landholders.

Sub-standard holdings rectified themselves in the course of time.

179. We have now outgrown anything in the nature of "peasant settlement". The improved wages and conditions of those engaged in industrial callings have had a potent influence on land settlement. Costs of production of rural products have also greatly increased. Farming and grazing have now become businesses which are influenced by the same economic considerations as any other businesses.

Farming and grazing now dominated by economic considerations.

It cannot now be reasonably expected that existing production will be continued, much less augmented, unless the returns receivable therefrom are comparable with those obtainable from similar effort or capital in other industries.

180. My duty, however, is to report on living areas in sheep grazing districts, and not on coastal lands. Let it be said at once that anything savouring of "peasant settlement" cannot be countenanced in Western Queensland. It would be ruinous to the people concerned and to the lands they occupy.

"Peasant settlement" impossible in Western Queensland.

#### VARYING FORTUNES OF GRAZING.

181. Grazing is an industry of varying fortunes. It's success or failure is largely dominated by seasons and prices, neither of which can be controlled by the grazier. To a large extent he is a puppet of circumstances. His holding must be of such a size that he can use it wisely and preserve it, and be able to withstand an economic siege. He must stand on his own feet and not be always on the doorstep of the Government looking for help; hence the need for giving him an adequate living area.

Varying fortunes of grazing.

182. What are seasons going to be like, and what will wool prices be over the term of a lease? Given this information, the size and capacity of living areas can be determined exactly. Without this knowledge a margin must be left for safety. Isn't that sheer common sense!

The domination of seasons and prices.

If a margin for safety is not left the State is gambling at the expense of its tenants. That is not statesmanship.



Seasonal variations make orderly plan difficult.

183. The difficulty of planning grazing land settlement in Queensland in an orderly manner is shown by the following table which gives the extreme range of maximum and minimum rainfalls in a number of districts in the State:—

TABLE OF MAXIMUM AND MINIMUM ANNUAL RAINFALL.

Station.	District.	No. of Years Recorded.	Annual Rainfall.	
			Maximum.	Minimum.
			(Inches.)	(Inches.)
Julia Creek .. ..	Lower Carpentaria ..	44	36.18 (1950)	4.16 (1952)
Hughenden .. ..	Upper Carpentaria ..	73	42.71 (1891)	5.91 (1926)
Townsville .. ..	Herbert .. ..	87	97.73 (1894)	10.56 (1923)
Charters Towers ..	West Central Coast ..	75	48.13 (1950)	4.29 (1902)
Clermont .. ..	Central Highlands ..	87	51.00 (1882)	5.45 (1885)
Longreach .. ..	Central Lowlands ..	64	42.37 (1894)	4.26 (1902)
Winton .. ..	Upper Western .. ..	73	41.77 (1950)	3.41 (1905)
Birdsville .. ..	Lower Western .. ..	60	21.33 (1916)	1.31 (1913)
Rockhampton .. ..	Port Curtis .. ..	86	81.91 (1890)	15.71 (1902)
Crohamhurst .. ..	Moreton .. ..	65	201.66 (1894)	21.71 (1902)
Goondiwindi .. ..	East Darling Downs ..	78	40.70 (1879)	10.47 (1915)
Charleville .. ..	Warrego .. ..	79	41.34 (1950)	7.97 (1899)
Quilpie .. ..	Far South-West .. ..	39	36.15 (1950)	3.60 (1937)

These figures were supplied by Dr. M. C. Franklin, M.Sc., Ph.D., Division of Animal Health and Production C.S.I.R.O., and are based on data compiled from the official records of the Commonwealth Meteorological Bureau.

Bounteous seasons in recent years.

184. It is possible also to be misled by an unusually long and unbroken run of good seasons.

The average rainfall recorded during the seven-year periods 1943-1949 and 1950-1956 at centres in Southern, Central, and Northern Queensland show how bountiful have been the seasons generally in recent years, although there are a few districts which have experienced drought conditions. It is too much to expect that good seasons will continue indefinitely.

The following schedule which has been compiled by the Commonwealth Bureau of Meteorology, Brisbane, well illustrates the position:—

COMPARATIVE TABLE OF RAINFALL.  
1943-1949 : 1950-1956.

Town.	Length of Record to End 1957.	Average for All Years of Record.	7-Year Average 1950-1956 (Inclusive).	7-Year Average 1943-1949 (Inclusive).	Difference Between Two 7-Year Averages.
	Years.	Inches.	Inches.	Inches.	Inches.
Goondiwindi .. ..	79	24.17	27.91	22.44	5.47
Roma .. ..	84	23.22	29.97	19.66	10.31
Mitchell .. ..	74	23.21	29.50	19.51	9.99
Taroom .. ..	82	26.94	32.04	23.98	8.06
Springsure .. ..	89	26.78	38.48	22.67	15.81
Emerald .. ..	75	25.12	33.86	21.97	11.89
Clermont .. ..	87	27.15	34.26	18.38	15.88
Hughenden .. ..	74	19.52	26.75	16.91	9.84
Winton .. ..	74	16.26	22.19	13.11	9.08

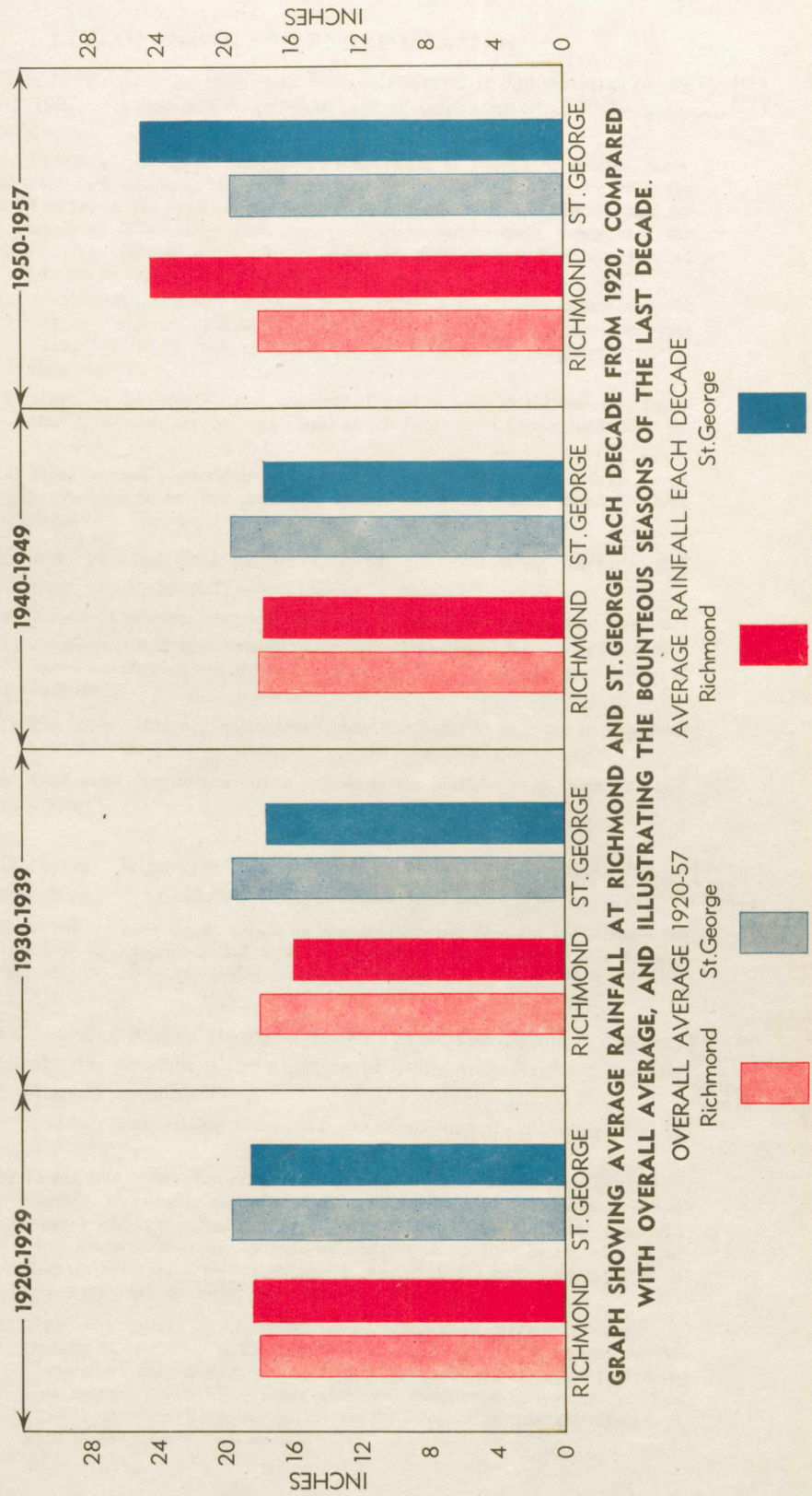
It would be unwise to base settlement on recent bounteous seasons which were also years of exceptional wool prices. Variations in both seasons and prices must be allowed for.

Average seasons are a fiction.

185. We speak of average seasons and of average economic conditions. There are no such things. The average or normal condition in Queensland is one of variability and sometimes of extreme change. These factors cannot be ignored in determining what are reasonable areas for grazing settlement.



# BOUNTEOUS SEASONS LAST TEN YEARS.



GRAPH SHOWING AVERAGE RAINFALL AT RICHMOND AND ST. GEORGE EACH DECADE FROM 1920, COMPARED WITH OVERALL AVERAGE, AND ILLUSTRATING THE BOUNTEOUS SEASONS OF THE LAST DECADE.



## LIVING AREAS FOR SHEEP GRAZING.

186. The term "living area" was first introduced in Queensland in the Land Act of 1927. In Section 8 of that Act it was somewhat elaborately defined as follows:—

Definition  
of "living  
area".

"In this Act, the term 'living area', when used in respect of grazing lands, shall mean such an area as may be determined by the Minister, having regard to the district in which the land comprised in the holding concerned is situated, and for the purpose of determining what area shall so constitute such living area the Minister may consider what area of sheep or cattle-grazing land would be of sufficient area as would permit a lessee to—

- (a) Carry sufficient sheep or cattle from which a reasonable income may be obtained and a reasonable reserve be available to assist such selector over drought or dry periods without the necessity of seeking assistance from the Government;
- (b) Maintain both quality and quantity of wool or beef, as the case may be, so that production and revenue direct and indirect from Crown lands may not diminish;
- (c) Make necessary working improvements on the holding without over-capitalising it, so that such holding may be worked as a sound economic proposition."

It was also enacted that all or any of the following factors and circumstances may be considered:—

- "(d) Nature of country, carrying capacity, distance from railway and markets;
- (e) Nature and cost of necessary water improvements and facilities, and of other improvements required or considered necessary to develop the potentialities of such land;
- (f) The income that a prudent tenant may reasonably be expected to make from such holding;
- (g) Such other factors and circumstances as the Minister may think just and proper."

187. The term "living area" is not used in New South Wales. Their term is "Home Maintenance Area," and its definition is:—

New South  
Wales  
definition.

"'Home Maintenance Area' means an area which when used for the purpose for which it is reasonably fitted would be sufficient for the maintenance in average seasons and circumstances of an average family."

188. The Land Advisory Board of 1927 (Payne, Davies and Kingston) was the first authority to pioneer the question of living areas in sheep-grazing districts. It reported as follows:—

Recommen-  
dation of  
Land  
Advisory  
Board of  
1927.

"In determining 'living areas', we recommend that the following rules be closely followed:—

- (1) In the best of the western grazing districts, such as Barcaldine, Longreach, Blackall, Charleville, and Cunnamulla, the area for good average breeding country within a radius of, say 40 miles from rail, should be such as will carry about 6,000 sheep. A capacity of 5,000 sheep must be regarded as an absolute minimum. In our opinion a grazier should have such an area as will permit him to carry about 4,000 breeding ewes.
- (2) There is a danger of Crown officers over-estimating carrying capacity. A capacity of one sheep to 2½ acres over a period of years is unusual in the Western grazing districts, and should be adopted only in respect of first-class country which has artesian water well distributed by bore drains. The capacity of other first-class country should be taken at from one sheep to 3 acres to one sheep to 4 acres.

(3) In the northern districts of Winton and Hughenden, and the sheep portion of the Cloncurry District, the areas should be somewhat larger than are required for Central Queensland—a carrying capacity of about 7,000 sheep is desirable; 6,000 must be regarded as an absolute minimum. On country in northern Queensland, unsuitable for breeding, a carrying capacity of 8,000 sheep is fair and reasonable.

(4) Summed up, the areas for good-quality lands should vary from 15,000 to 25,000 acres in Central Queensland and from 20,000 to 35,000 acres in Northern Queensland.

In the inside districts, areas can be smaller. For instance, 10,000 acres in the Goondiwindi District, handy to New South Wales markets, may be a better proposition than 30,000 acres in North Queensland.

(5) Selections remote from railway should be surveyed with carrying capacities larger than those stated above, so as to compensate for additional carriage charges and other disabilities due to distance from rail.

It is not possible to make sufficient allowance for remoteness by a rental adjustment alone. In the far Western districts of Jundah, Boulia, and Windorah, carrying capacities are required of about 10,000 sheep for each selection . . .”

Recommendations have stood the test of time.

189. These recommendations were made nearly thirty-two years ago. They have stood the test of time. Only in the inside districts of the State, with rainfalls exceeding 20 inches per annum where much development has taken place and the lands are handy to railways and markets, is there any need to reduce the standards then specified.

#### LANDS DEPARTMENT REDUCES AREAS.

Lands Department's new area standards.

190. In a commendable effort to progress, and while wool prices were booming and seasons were good, senior officers of the Lands Department issued a new schedule of sheep living areas for the guidance of the Department's field officers, as follows:—

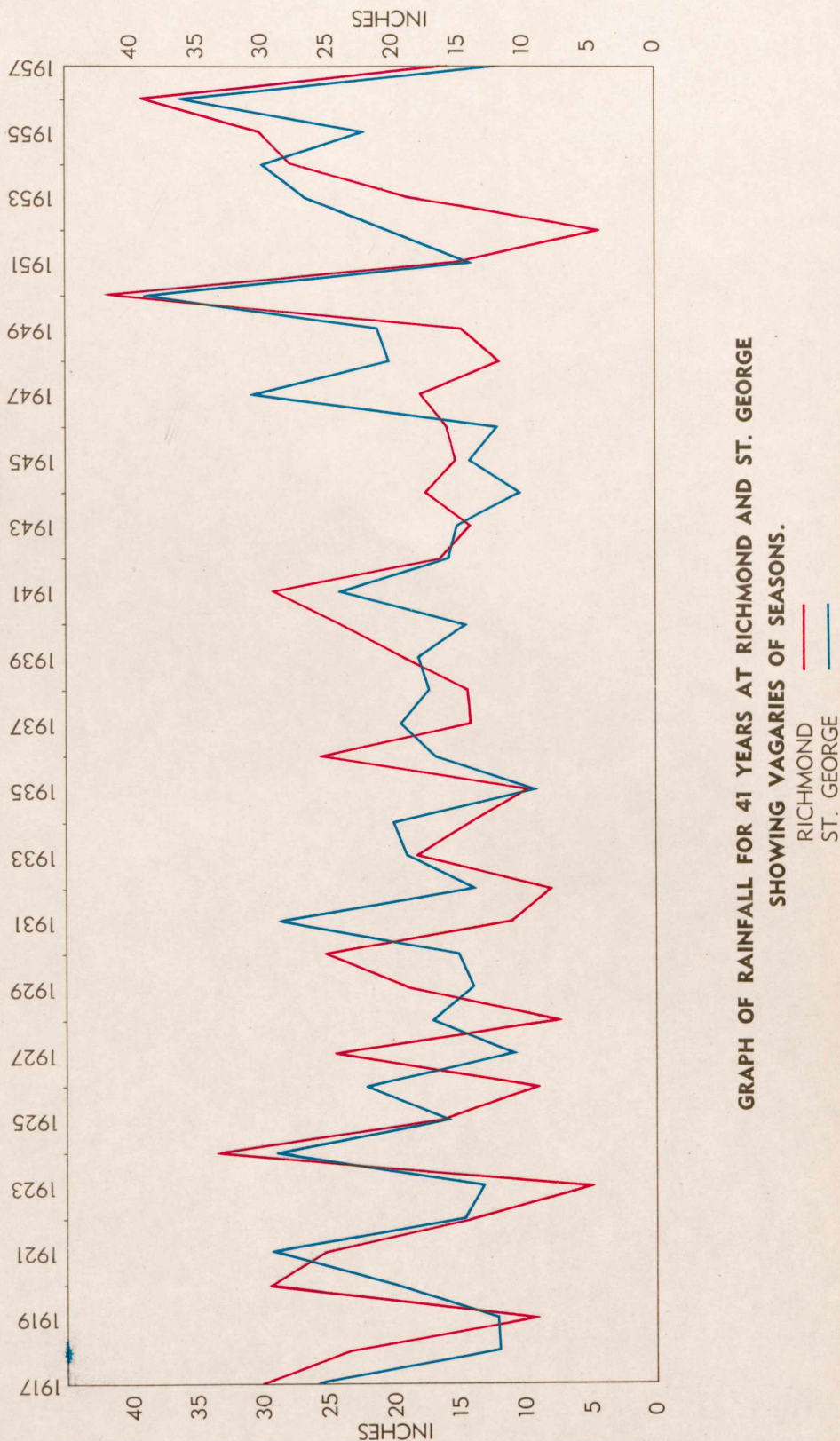
#### DEPARTMENT'S NEW LIVING AREA STANDARDS.

##### GRAZING ONLY—DEVELOPED CARRYING CAPACITY.

District.	Minimum.		Maximum.	
	Sheep.		Sheep.	
Goondiwindi .. .. .	3,000		3,500	
Toowoomba .. .. .	3,000		3,250	
Stanthorpe .. .. .	3,000		3,250	
Inglewood .. .. .	3,000		3,250	
Dalby .. .. .	3,000		3,500	
Taroom .. .. .	3,000		3,500	
Roma .. .. .	3,250		4,500	
Clermont .. .. .	3,250		4,500	
Springsure .. .. .	3,250		4,500	
St. George .. .. .	3,250		5,000	
Cunnamulla .. .. .	4,250		6,000	
Charleville .. .. .	4,000		6,000	
Blackall .. .. .	4,000		6,000	
Barcaldine .. .. .	4,000		6,000	
Longreach .. .. .	4,250		6,000	
Jundah .. .. .	6,000		7,000	
Winton .. .. .	5,000		7,000	
Hughenden .. .. .	5,000		7,000	
Cloncurry .. .. .	6,000		7,000-8,000	



# VARIABLE SEASONS NORTHERN AND SOUTHERN QUEENSLAND, OVER 41 YEARS.



GRAPH OF RAINFALL FOR 41 YEARS AT RICHMOND AND ST. GEORGE  
SHOWING VAGARIES OF SEASONS.

## LAND WITH AGRICULTURAL POTENTIAL.

District.				Minimum.	Maximum.
				Sheep.	Sheep.
Goondiwindi	..	..	..	2,250	3,000
Toowoomba	..	..	..	2,250	3,000
Stanthorpe	..	..	..	2,250	3,000
Inglewood	..	..	..	2,250	3,000
Dalby	..	..	..	2,250	3,000
Taroom	..	..	..	2,500	3,000
Roma..	..	..	..	2,500	3,250
Clermont	..	..	..	2,500	3,250
Springsure	..	..	..	2,500	3,250

**191.** This schedule cannot be endorsed except in the inside districts. If wool prices had continued at the high level and seasons remained good indefinitely, no fault could be found with the Department's proposed new areas. They could be fairly described as more than sufficient. But facing facts as they are now, and as they are likely to be, the areas are inadequate.

**192.** The Department's new areas are "fair weather" areas and need adjustment to give graziers that margin for eventualities which is a fundamental requirement of all grazing settlement.

To cope with fluctuating prices and varying seasons, the Department's proposed standards need to be increased, in the purely grazing districts, by 20 to 25 per cent. all round, and by much more in the very remote areas.

## CRITICISM OF DEPARTMENT'S NEW AREAS.

**193.** Analysing and criticising the Department's schedule of areas, it may be said—

- (i.) It does not sufficiently discriminate between developed, partly-developed and undeveloped land. For instance, a minimum area of developed or mostly developed country, with agricultural potential, that would carry 2,250 to 3,000 sheep near the railway at Goondiwindi would be sound settlement; a similar area of undeveloped land more remote would be a more doubtful proposition; much would depend on the distance from rail and the extent and quality of the agricultural land;
- (ii.) A maximum carrying capacity of 6,000 sheep in remote regions of the Cunnamulla District and 8,000 sheep for remote areas in the Cloncurry District are quite inadequate. The margin between 6,000 sheep on the best country at Cloncurry and 8,000 sheep on the worst is not sufficiently wide. Similar remarks apply to all other districts;
- (iii.) Standard areas can never be more than a rough or approximate guide. To prescribe minimum and maximum areas imposes on field officers artificial barriers. In making subdivisions considerable latitude must always be allowed so as to make the best use of existing fencing, water improvements and the natural features of the country;



- (iv.) Generally, in the lower rainfall belts a sufficient margin is not left to the grazier to meet unexpected eventualities. The need for a margin is currently shown by the fall in wool prices and the recent drought at Cunnamulla.

Area  
increases  
required  
all round.

**194.** As already stated—and it is important enough to bear repetition—except in the inside districts with good rainfall and agricultural potential, the new schedule of areas needs to be increased by 20 to 25 per cent. all round; and by much more in the remote parts of the State.

Even in districts with good agricultural potential the areas are on the small side for sound settlement of undeveloped country and for the encouragement of the maximum development of the land; but in this connection much will depend on the finance that is made available by the State.

Danger of  
undue sub-  
division.

**195.** The Department's desire to obtain a widespread distribution of pastoral wealth amongst the people of the State is wholly commendable, but zeal must not be allowed to outrun discretion. Care is necessary lest this dominating influence strangles the industry and defeats the purpose it is striving to attain.

Economics cannot be ignored. The grazing industry, like other industries, must be conducted on a business basis. The undue subdivision of land would inevitably lead to —

- (i.) A struggling class of Crown tenants always looking for relief whenever a dry season eventuates;
- (ii.) Difficulties as to finance, holdings being over-capitalised and representing doubtful security to financial institutions;
- (iii.) The depreciation of the standard of wool, inasmuch as the selectors could not maintain a sufficient number of breeding ewes to permit of culling, or have the necessary capital to obtain good flock rams from time to time;
- (iv.) A decline in wool output, due to the depreciation of fleeces, and shrinkage in revenue all round;
- (v.) The worsening of the conditions of workers in the pastoral industry.

Look after  
the rural  
worker.

**196.** The rural worker is entitled to consideration. His welfare is important to the individual and to the State. If provision can be made on a grazing holding for a married man and another worker, so much the better for all concerned. An employer and two station hands will do more and better work per man than an employer and one man, and the general contentment of each is enhanced. The lot of a single worker on a small block can be very lonely and unsatisfying.

Areas should be such as will provide a reasonable livelihood for the lessee's family, the education of his children, and satisfactory employment for rural workers.

## A MARGIN FOR EVENTUALITIES.

Nothing is more certain about primary production than its uncertainty. The seasons, the markets, the timing of rainfalls, the inroad of pests—no one can accurately foretell what lies ahead. A margin must always be allowed the primary producer for unexpected eventualities.

A margin for eventualities should be a cardinal rule in land administration. This margin should be allowed in every aspect of administration—in areas, in rents, and in conditions of tenure. A margin on each of these will help carry the land holder through in times of adversity.

Look at the wool prices graph facing page 118, and the seasonal figures on page 38, and the graph facing page 40.

How can administration be prudently conducted if sufficient margins are not left to meet these changing circumstances? If a margin is left in favour of the settler he can work out his own salvation in times of adversity without the need of adjusting legislation and the administration of relief schemes. The margin will usually provide all the relief that is needed.

## RENTAL AND AREA MARGINS.

Thus, when the going is good, if 12d. per acre is the full rental value for a good quality Crown leasehold, no harm is done to the public interest if a rental of 9d. per acre is determined for the assessment period of seven years or ten years, as the case may be. A margin is left for more difficult times that may be just around the corner.

If 20,000 acres, in good times, is a sound grazing area, it is wise to give the settler a few thousand acres more, up to say 25,000 acres. The extra area will help to carry him through when the going is rough.

A margin for unexpected eventualities in every facet of land administration should not be regarded as a generosity. It is a basic necessity for sound administration.

The Welfare State makes many "safety" provisions for its citizens. There are State hospitals, medical benefits, old age pensions, widow's pensions, child endowment, workers' compensation, and so on. A margin in area is the "safety" provision for the grazier in the semi-arid parts of the State. Let us not take it away. He may need it any day.



197. Summing up on the question of living areas, it is considered that the old standards in force, before the Lands Department was misled by high wool prices and prolonged good seasons, might well be allowed to remain. Adjustments will be needed in the inside districts, in the good rainfall belt, where the lands have an agricultural potential. In these districts areas may safely be made smaller than in previous years.

Old area standards should remain for the present

198. Eventually, in the main grazing areas, much more settlement will be achieved, but this can only come, to a substantial degree, after science has shown how drought effects can be mitigated and the teachings of science have had practical application.

Eventually much new settlement.

199. Living areas for cattle lands have not been discussed as they are not a contentious issue.

Cattle lands not discussed.

## PART X.

### SCIENCE AND LAND DEVELOPMENT.

200. We are living at a time when the world is undergoing more rapid and dynamic changes than at any time in its history. During the last fifty years in every sphere of life science has made giant strides forward, and these have been greatly accelerated during the last ten years.

A time of dynamic changes.

The world today is scarcely recognizable as the world we knew fifty years ago, or even ten years ago. The horse-and-buggy days have gone and we are living in a world of mechanisation, science and speed.

201. It is only recently, however, that big efforts have been made to apply science to the land and its production. The results already accomplished are sufficiently impressive to show the vast field waiting to be exploited.

Application of science to land a recent innovation.

202. The anti-progressives assert that human nature never alters, and that in many other fields nature cannot be improved upon. They are content to drool along following precedents of the past. This attitude of mind will not do for Queensland. We cannot progress by living in the past; we must project our minds into the future.

Our minds must be projected into the future.

203. Concerning man himself, the lessons of science are most impressive. In Shakespeare's time, if a man did not die very young, he aged rapidly. At forty it would seem that he was much older mentally and physically than the average man now is at seventy.

Science has altered the fate of man.

In 1800 the average age of man was about twenty-two years. Fifty years ago it had more than doubled, and now is about seventy years, and still rising. Most of these advances are due to medical science.



## APPLICATION OF SCIENCE IN QUEENSLAND.

Outstanding  
scientific  
triumphs in  
Queensland.

**204.** Although land is amongst the last things to which science has been applied, Queensland has already won some outstanding triumphs. Perhaps the greatest of all was the clearing of prickly pear from approximately 65,000,000 acres of land by *cactoblastis cactorum* during the years 1926-1933.

The prickly pear pest was the greatest vegetable scourge Australia has known. It overran farms and ruined hundreds of landholders. It prevented millions of acres of good land from being brought into production. It caused ruin and dismay wherever it spread. And then within a few years it was entirely and permanently overcome by scientific biological agencies. Now it is only a memory, and it is difficult to believe that it ever brought such terror and havoc in its train.

This cleared land is now undergoing development. Already it has added immensely to the wealth of the State, and in the course of time its wealth production will be incalculable.

Huge areas  
awaiting  
develop-  
ment.

**205.** The work of improving our natural pastures is of quite recent origin. Of the total area of 429,120,000 acres in Queensland there are only about 2,000,000 acres of improved pastures. This is less than one-half of one per cent. of the whole. These improved pastures occur mainly in the coastal dairying areas and the brigalow belts of Goondiwindi, Wandoan, Taroom, Dawson Valley and the Upper Burnett. As less than one-half of one per cent. of the State has been pasture-improved, the likely result when the whole of the State has been treated staggers the imagination. What a gigantic field for development lies at our very door!

Valuable  
scientific  
paper by  
Dr. J.  
Griffiths  
Davies.

**206.** A very valuable paper has been compiled by Dr. J. Griffiths Davies, B.Sc., Ph.D., D.Sc., Associate Chief, Division of Plant Industry, C.S.I.R.O., Brisbane, indicating the kind of work the C.S.I.R.O. is doing on the cleared prickly pear lands. It shows that if sown pastures are used in place of natural pastures, the carrying capacity of the land can be increased sixfold, even as high as one beast or several sheep to the acre. If sown pastures were used throughout these areas instead of relying on natural pastures, the benefit to the State would be enormous. The general use of introduced pastures and legumes could transform the stock-carrying capacity of Queensland.

Dr. Griffiths Davies' paper is printed as Appendix IV.

Scientific  
study of  
drought  
mitigation.

**207.** Another all-embracing field of scientific endeavour is that of drought mitigation. This is a field of work to which particular study is being given by Dr. M. C. Franklin, M.Sc., Ph.D., Division of Animal Health and Production, C.S.I.R.O., Sydney.

He is convinced that adequate fodder conservation and its efficient utilisation are the only certain preventatives of drought losses. Using these terms in their broadest sense they include:—

- (i.) Standing reserves of pasture;
- (ii.) Adequate reserves of hay, silage, grains, protein-rich concentrates and other suitable supplements;



- (iii.) Fodder crops and pasture improvement;
- (iv.) Irrigated pastures and crops; and
- (v.) Use of "top" feed from edible scrubs, such as mulga.

Investigations in this wide field are being pushed ahead with vigour.

### SCIENCE AND SUGAR CANE PRODUCTION.

**208.** In sugar cane production science has played a notable part, particularly in the introduction of improved cane varieties. The following schedule sets out the increases in tonnage per acre in the different districts over thirty-one years, 1927–1957, inclusive:—

SCHEDULE OF INCREASED YIELDS PER ACRE.

—	Cairns.	Ingham to Innisfail.	Mackay.
	Tons Cane per Acre.	Tons Cane per Acre.	Tons Cane per Acre.
1927 .. ..	16.60	19.20	17.46
1932 .. ..	19.78	22.34	11.65
1937 .. ..	25.73	24.26	14.16
1942 .. ..	20.2	22.2	13.4
1947 .. ..	21.6	20.2	13.91
1952 .. ..	26.0	30.3	18.29
1957 .. ..	25.8	27.2	21.42

**209.** During the thirty-one years mentioned—1927–1957—there has been a considerable increase in the quantity of cane produced. This is shown in the following table:—

TOTAL DISTRICT PRODUCTION IN TONS OF CANE.

—	Cairns.	Innisfail.	Mackay.
1927 .. ..	563,788	1,072,379	718,604
1932 .. ..	730,513	1,366,611	600,773
1937 .. ..	1,000,328	1,523,973	962,085
1942 .. ..	691,408	1,271,767	843,067
1947 .. ..	710,699	1,165,438	576,812
1952 .. ..	1,052,032	2,040,787	1,339,411
1957 .. ..	1,256,826	2,442,453	2,293,737

**210.** The Cairns District includes Mossman to Babinda; Innisfail-Ingham includes Tully, and Mackay includes Plane Creek.

The drop in both tons of cane per acre and total production in the years 1942 and 1947 was due to war-time shortages of labour and fertilizer.

The general increase in the other years is due to two causes:

- (a) The expansion of the sugar industry which dated from 1951–1952 was responsible in part for the increase in district production;
- (b) The increase in tons per acre which is so marked in Innisfail-Ingham and in Mackay was due to improved cane varieties and to control of cane grubs, but varieties played the larger part.



## INCREASE OF WEIGHT IN SHEEP FLEECES.

Few studs in Queensland prior to 1927.

**211.** The Land Advisory Board in its 1927 Report pointed out that the Queensland sheep industry was making very slow progress. For the five years preceding 1925 the average weight of New South Wales fleeces increased by 1.33 pounds, whilst in Queensland the increase was only 0.38 pounds. The explanation lay in the fact that New South Wales was the home of sheep studs and good rams were readily available to the sheep farmers.

Establishment of stud holdings—beneficial results.

**212.** Under the 1927 Amendment Act concessions were granted to stud-masters in Queensland to encourage them to extend their sheep and cattle studs. A number of highly satisfactory studs have since been established. Since their establishment it is noticeable that the average weight of fleeces and the quality of wool are improving. Since 1927 the average weight of fleeces in Queensland has increased from 6.60 pounds to 8.46 pounds, an increase of 1.86 pounds per sheep. Every extra one pound of wool, even at present prices, means approximately £4,500,000 annually to Queensland.

Persistent efforts, therefore, should be made to improve the quality of wool and increase the weight of fleeces of our Queensland sheep.

## INVESTIGATIONS NEEDED IN ARID AREAS.

Scientific investigations needed for arid areas.

**213.** A promising field for scientific endeavour which seems scarcely to have been touched is the introduction of drought-resisting grasses and edible shrubs to our arid lands. At present the main pasture is Mitchell grass which grows in tufts. It should be possible to establish a mat of grass instead of a series of tufts, and also introduce drought-resistant fodder bushes. Investigations would, of course, be needed as to whether it would be wise to introduce other grasses in competition with the native Mitchell grass which, in itself, is such a valuable fodder. If, however, more vegetative cover could be established the carrying capacity and safety of our arid country in dry seasons would be immensely improved.

Work of the Department of Agriculture and Stock.

**214.** Some work at present is being done in this field by the Department of Agriculture and Stock in co-operation with graziers, in establishing some small experimental plots of pasture improvement on various soil types in the far West.

Storage of Ensilage.

**215.** Some few graziers in areas of rainfall with less than 20 inches have also been growing sorghum and storing it underground for use in drought periods. A paper on this subject by Dr. P. J. Skerman, B.A., D.Agr.Sc., Q.D.D., of the University of Queensland, is printed as Appendix VII.

Whole of Australia to benefit.

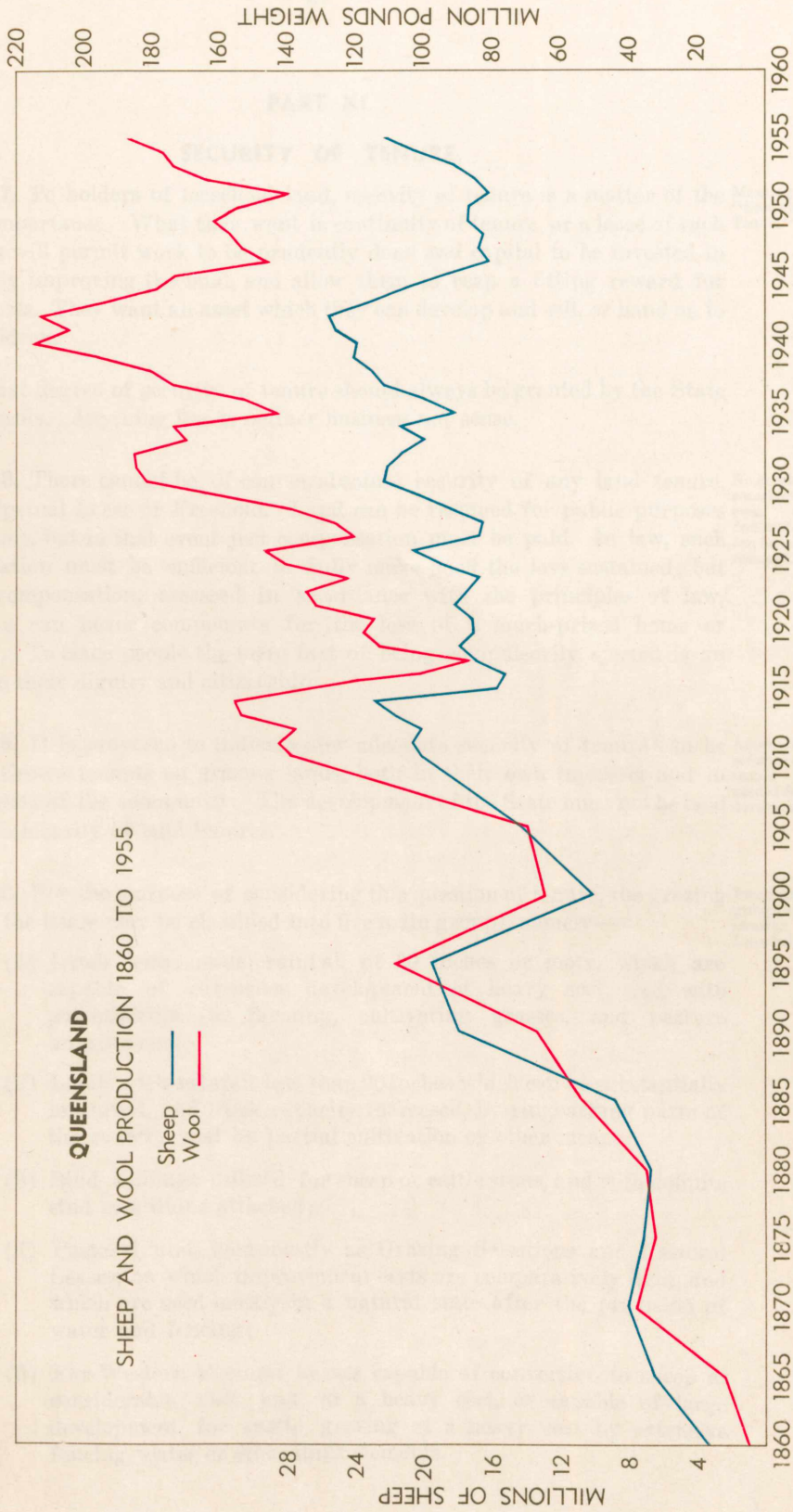
**216.** The work of pasture research in the far West is one for governments and not for individuals. It requires many years of intensive research. All arid countries of the world should be searched for suitable vegetation for introduction here. Government funds could not be spent to better purpose.

The continuance and extension of pasture research work is most strongly urged. It would be extremely foolish for the State and Commonwealth Governments to be niggardly in making reasonable sums of money available for these scientific investigations. The future of our inland depends on it.

The Commonwealth Government should wholeheartedly co-operate as the results would be beneficial not only to Queensland, but to all other arid areas in Australia, including the Northern Territory.



# INCREASE IN SHEEP AND WOOL PRODUCTION.



The above graph shows the number of sheep in Queensland each year, and the corresponding wool production. Wool Production has increased more than the number of sheep, reflecting the breeding of better sheep for wool.

Graph drawn from data compiled by Government Statistician.

## PART XI.

### SECURITY OF TENURE.

**217.** To holders of leasehold land, security of tenure is a matter of the utmost importance. What they want is continuity of tenure, or a lease of such length as will permit work to be prudently done and capital to be invested in adequately improving the land, and allow them to reap a fitting reward for their efforts. They want an asset which they can develop and sell, or hand on to their children.

Meaning of  
"Security of  
Tenure".

That degree of security of tenure should always be granted by the State to its tenants. Anything less is neither business nor sense.

**218.** There cannot be, of course, absolute security of any land tenure, even Perpetual Lease or Freehold. Land can be resumed for public purposes at any time, but in that event just compensation must be paid. In law, such compensation must be sufficient to fully make good the loss sustained; but "just" compensation, assessed in accordance with the principles of law, sometimes can never compensate for the loss of a much-prized home or property. To some people the mere fact of being compulsorily ejected is an affront to their dignity and citizenship.

No absolute  
security—  
even  
freeholds  
can be  
resumed.

**219.** It is proposed to indicate how adequate security of tenure can be granted Crown tenants on grazing lands, both in their own interests and in the interests of the community. The development of the State must not be held back by insecurity of land tenures.

Adequate  
security of  
tenure  
needed for  
development.

**220.** For the purpose of considering this question of tenure, the grazing lands of the State may be classified into five main groups, namely—

Five main  
groups of  
Grazing  
Leaseholds.

- (1) Lands with annual rainfall of 20 inches or more, which are capable of extensive development at heavy cost, and with potentialities for farming, cultivating grasses, and pasture improvement;
- (2) Lands with rainfall less than 20 inches which can be substantially improved, and stock capacity increased, by ringbarking parts of the country, and by partial cultivation or other means;
- (3) Stud holdings utilised for sheep or cattle studs, and with definite stud conditions attached;
- (4) Pastoral lands held mostly as Grazing Selections and Pastoral Leases, on which improvement costs are comparatively light, and which are used mostly in a natural state after the provision of water and fencing;
- (5) Far-Western Pastoral Leases capable of conversion to sheep at considerable risk and at a heavy cost, or capable of large development for cattle grazing at a heavy cost by extensive fencing, water or other improvements.



## PERPETUAL LEASE OR FREEHOLD, UP TO 5,000 ACRES.

Permanent  
tenure  
necessary  
when  
expenditure  
heavy.

**221.** Lands which can only be improved at a heavy cost exceeding, say, £5 per acre, including structural improvements, should be given a permanent tenure up to a reasonable-sized area, say, 5,000 acres. In no other way can maximum development be attained.

In another section of the Report it is explained that expenditure on the development of brigalow scrub land can easily exceed £10 to £12 per acre. It would be quite unreasonable for the State to expect its tenants to expend such sums without a permanent tenure.

Perpetual  
Leases with  
rents at  
2½ per cent.  
recom-  
mended.

**222.** The permanent tenure suggested for heavily improved land, in areas up to 5,000 acres, is Perpetual Lease with rents at 2½ per cent. of the unimproved capital value; such rents to be re-assessed by the Land Court every 10 years. Only heavily improved holdings should be allowed to convert to Perpetual Lease.

Question of  
Freehold.

**223.** Whether or not Freeholding tenure should be granted over such areas is a matter of Government policy. Parliament has already legislated to allow the conversion to Freeholding tenure of Perpetual Leases up to 2,560 acres, and some Prickly Pear Perpetual Leases exceeding that area.

Lessees of land up to 5,000 acres in area, improved at heavy cost, would have, in the Commission's opinion, an equal right to Freeholding tenure should they desire it. An area of 5,000 acres could not be regarded as too large.

Perpetual  
Lease over  
large areas  
is the better  
tenure.

**224.** Comparing Freeholding tenure and Perpetual Lease tenure over areas exceeding 2,560 acres with rent at 2½ per cent. of the unimproved capital value, it is considered that Perpetual Lease, without Land Tax, is the better tenure. As pointed out elsewhere in the Report (Part VII.), substantial Land Tax is payable annually on Freehold land as soon as the purchase has been completed, and such tax may be increased from time to time as the market value of the land increases.

Heavily  
improved  
Grazing  
Selections  
up to 5,000  
acres should  
be allowed  
to convert to  
Perpetual  
Lease.

**225.** In the case of heavily-improved country, it is considered that no distinction should be made between Settlement Farm Leases, "Brigalow Leases" or Grazing Selections. Any existing lease up to 5,000 acres in area, already improved to the extent of £5 per acre, should have the right of conversion to Perpetual Lease at 2½ per cent. rental or to Freeholding tenure. Lightly-improved country should not have this right.

Area  
limitation  
necessary.

**226.** In converting tenures to Perpetual Lease or Freehold an area limitation may not always operate in an equitable manner, but it is considered to be the only practical means of administration.

A Perpetual Lease over an area greater than 5,000 acres in the good rainfall belt would be an undue concession for one individual and is not recommended.

"No picking  
of eyes" out  
of country.

**227.** Doubtless some lessees will want "to pick the eyes out" of their large grazing holding, and freehold or obtain Perpetual Leases over these portions. This should not be allowed. It would be quite against the interests of the State, and, in any event, is not administratively practicable.



# WHAT THE CROWN AS A GOOD

## (INCORPORATING SOME PRACTICAL PRINCIPLES AND

Land is the basis of everything. We hold it in trust for future generations. It is not an inanimate thing. It is the fountain of all vegetable and animal life, including man, and should be treasured accordingly. On the other hand, human life is fleeting. In all decisions, therefore, the permanent interests of the land come first; the passing interest of individuals second. History abounds with many illustrations of productive lands, misused, which have become barren wastes. Let this not happen here.

### HELPFUL ADMINISTRATION.

Everyone will agree that the Crown should be a model landlord—wise, understanding, tolerant and helpful. It has, of necessity, to administer the land in terms of land laws passed by Parliament. These laws provide a code of rules and formulae for treating everyone alike so that no scandals may arise nor favouritism be shown. Many rules are narrow and strict, and sometimes in their application may be harsh. It is not too much to ask that Crown administrators should endeavour to infuse humanity into the cold words of its land laws, and to regard land problems from the viewpoint of the settlers.

The following are a few crystallised principles or maxims which might well be applied in land administration:—

### PRINCIPLES OF LAND ADMINISTRATION.

- (1) Crown land should be administered in such a way that it may retain and increase its productivity for the present and future generations over thousands of years yet to come.
- (2) Shortsightedness and selfishness should be eschewed. Don't live for the present without regard to the future.
- (3) In every aspect of land administration a margin in favour of the settler should be left for eventualities such as dry seasons and fall in prices.
- (4) Remember that in pastoral districts dry seasons and recession in prices are inevitable from time to time, with a smashing drought sandwiched in every now and then. Administrators should always make such allowances as they reasonably can to meet such contingencies.
- (5) The State has room for both the big and the small man. Each should be allowed to serve himself and the community according to his capacity, enterprise and capital. Should interests clash, the interests of the progressive small man should always come first.
- (6) The good Crown tenant should be rewarded whenever administratively possible and concessions should not be extended to the bad tenant. The first is an asset; the second is a detriment to the community. Always be generous to the man who makes a few blades of grass grow where only one grew before; he is a benefactor of mankind.
- (7) Priority areas to the outgoing Crown tenant who has pioneered the land should be of generous size. He should be granted anything from a 20 to 25 per cent. larger area than an incoming stranger.
- (8) Tenants-in-common and joint tenants, who in a bona fide way, have conducted their partnership over a period of at least ten years before the expiry of the lease should receive a larger priority block than an individual selector. As two families are concerned, they might well be granted not only one priority area as the law now envisages, but at least one-and-a-half priority areas so that they may continue their business and partnership operations. There is no real advantage in dispossessing proved tenants on reasonable-sized areas to make way for a new tenant entirely untried.
- (9) The aspirations and hopes of family groups on the land should be shared by administrators who should do whatever may be reasonably possible to help towards their realisation.
- (10) When dealing with the renewal of two adjoining expired leases don't attempt to squeeze three holdings from them—two priority blocks and one competition block—if the effect is likely to leave them all struggling and take away that margin of safety to which reference has already been made. Two prosperous and contented settlers are far better than three disheartened strugglers.
- (11) Ballots for grazing land might well be restricted to males eighteen years of age or over, instead of sixteen years as at present.
- (12) Generous terms of finance should be granted to the small man developing those parts of the Public Estate which are costly to improve. The development of such lands vastly increases their productive capacity to the benefit of the whole community.
- (13) Those with capital should be encouraged to develop the far outback by granting them statutory priority rights for a reasonable area on the expiration of their lease, thus ensuring their continuity of tenure. In this regard discrimination should not be made against companies as at present.



# LANDLORD SHOULD TRY TO DO.

## MAXIMS FOR THE GUIDANCE OF LAND ADMINISTRATORS.)

- (14) Every reasonable endeavour should be made to accommodate outback cattle-breeders with some fattening country in inside districts. Fat cattle can be most economically produced when the breeder is also the fatterer. Moreover, each holding is then improved to its top capacity. If the breeder has to remain a breeder only, it is unlikely that his land will ever be fully developed.
- (15) The Government should endeavour to see that senior officers of land administration have the qualities of decision without any semblance of self-importance; and goodwill towards Crown tenants without domination or patronage.

## PRINCIPLES OF LAW AND EVEN-HANDED JUSTICE.

- (16) Land laws are close to the lives of the people. They should be expressed simply and clearly so that anyone who reads them may understand them.
- (17) Whenever any reasonable doubt exists in the administration of the law the settler should be given the benefit of the doubt on all matters—in areas, in rents, in conditions, and length of lease.
- (18) Laws should never be grossly unjust, such as some provisions contained in certain Land Resumption Laws requiring the owner to submit a claim for compensation within three months if he is to obtain a judicial award of compensation and not be left entirely at the mercy of the Crown. The period was formerly three years. These provisions are arrogant and harsh. The owner might be ill or absent from the country and unable to attend to the matter. Such legislation is unworthy of the Crown and of Parliament.
- (19) The humblest citizen should be given the same courtesy and consideration and the same even-handed justice as the most influential and the most powerful. That is the triumph of British justice and it should always be exemplified in land administration.
- (20) Never mind if the man on the land makes a big profit; often it is beneficial to the community that he does so. Income tax of 13s. 4d. in the £ looks after profits. Every year is not a good year and excess profits soon level out.
- (21) Don't try to reduce all land producers to the same level of income; there can be no surer way of bringing everyone below the breadline.

## PRINCIPLES AND MAXIMS FOR LAND ADMINISTRATORS.

- (22) Be human. Put yourself in the other person's shoes and view matters from his angle as well as from the official viewpoint.
- (23) A spirit of mateship should exist amongst all those building for the future. It engenders confidence and trust between all concerned. It does not mean favouritism. Each can be given his just desserts.
- (24) Be reliable, loyal, trustworthy and helpful to those in Authority, but don't be a fawning "Yes" man. "Yes" men are useless in the building of a progressive Nation.
- (25) Don't be a "red-tape artist" putting all kinds of technical objections in the way of what would be good for the settler and for the State. If technical rules are blocking progress endeavour to have them removed.
- (26) Encourage land development because development is the key to all progress.
- (27) Don't be over optimistic and gamble at the expense of Crown tenants by giving them areas too small, rents too high or conditions too harsh.
- (28) Don't actualise potentialities in your mind until actually they have actualised themselves on comparable land. Unrealised they are possibilities only, not certainties. Land settlement cannot be based on possibilities without gambling at the expense of Crown tenants.
- (29) The arrogance of some persons wanting concessions should not be met by arrogance but by decisive courtesy.
- (30) Little things count. Small actions multiplied in every district, every day, swell into a great tide of progress.
- (31) Don't procrastinate—that way lies futility.
- (32) Act directly—don't circumlocute.
- (33) Don't be reluctant to make a decision; have confidence in your judgment.
- (34) Be practical. View all actions of administration from a practical viewpoint.
- (35) Persistent and concentrated endeavour will overcome most difficulties.
- (36) An individual decision may seem a small thing, but it is such a decision multiplied by tens of thousands that makes or mars the country.
- (37) Good administration is service. Service always helps and never obstructs.
- (38) When necessary exercise authority firmly and fearlessly but never harshly or unreasonably.
- (39) "Co-operative administration" produces the best results. Endeavour to co-operate with the people because mutual assistance is the king-pin of our social structure.
- (40) Generally strive to do your official work in such a manner that Queensland will be much the better for your service.

## SECURITY OF TENURE FOR GRAZING LANDS.

**228.** In 1927 an effort was made to give Grazing Selections security of tenure by allowing individual lessees to apply for a renewal of their lease within 7 years of the expiry of the old lease. Authority for this was given by Section 3 of the 1927 Land Act.

Renewal of  
Grazing  
Selection  
Leases  
before  
expiry.

**229.** These provisions were administered both in the letter and spirit until the 1952 Land Act was passed. On expiry of the old lease a new lease was granted over the whole area almost as a matter of course.

Emphasis on  
subdivision  
wrongly  
creeps in.

The 1952 Act extended a similar provision to Pastoral Holdings, but emphasised that the first matter to be investigated, when considering an application for the renewal of a lease, was the potential subdivisional possibilities of the holding.

Section 3 of the 1927 Land Act relating to expiring Grazing Selections was repealed in 1953, and replaced by Section 109 (b) which, following the trend of the 1952 Act, emphasised particularly the need for investigating potential subdivisional possibilities in all such cases.

This legislation is appropriate enough for districts with rainfall of 20 inches or more; it is not appropriate for the 52 per cent. of the State with rainfall under 20 inches.

**230.** The psychological effect of this emphasis on subdivision of grazing lands must have been considerable on the field officers of the Department. It would seem to them that their primary duty was to subdivide if they possibly could, whereas, in fact, it was to do whatever was necessary to preserve the productive capacity of the grazing land. It is not surprising, therefore, that a common practice has since developed of attempting "to squeeze" three blocks from two expiring Grazing Selections and thereby spoil the lot.

Bad  
psycho-  
logical  
effect on  
officers.

**231.** This legislation needs to be adjusted so that it may operate only in those parts of the State to which it can properly be applied. It cannot be applied to the whole of the State.

Legislation  
of 1952-1953  
needs  
adjustment.

**232.** Graziers in the West are entitled to a full living area, plus about 20 per cent., as their priority right. Subdivision should only be considered after such an area has been delineated. The 20 per cent. allowance should be made in favour of the outgoing lessees as they were the original tenants (or their successors in title) who developed the land.

Grazing  
Selectors  
should get  
full-sized  
priority  
areas.

**233.** Large Pastoral Holdings, of course, should be subdivided when the leases expire, but the lessees, whether a company or not, should be granted full-sized priority areas around their homestead improvements.

Priority  
areas for  
Pastoral  
Lessees.

**234.** A further protection would be to give any dissatisfied leaseholder the right of appeal to a Judicial Authority to determine whether or not the priority area proposed by the Department was a living area in terms of the Land Acts. A right of appeal has already been granted lessees in the matter of priority rents; there seems no good reason why it should not also be extended to priority areas. This would be a valuable security safeguard.

Judicial  
protection.



Length of  
leases should  
be measured  
by develop-  
mental  
expenditure.

**235.** Security of tenure also involves questions as to the length of leases. An equitable decision on this matter is quite simple.

The length of lease should be measured by the expenditure incurred, or likely to be incurred, in the development of the country. Where the expenditure is heavy, longer leases are required as explained in the following paragraphs.

Grazing  
Selections,  
leases of  
30 to 40  
years.

**236.** In Part XIII. of the Report it is recommended that the term of 28 years for Grazing Selections be discontinued. Leases in future should range from 30 to 40 years according to the cost of development, with 10 year re-assessment periods instead of 7 years as at present.

Average Grazing Selections, with moderate or usual developmental expenditure, should have terms of 30 years; those on which exceptional expenditure is required (Development Grazing Selections) terms up to 40 years. Each would have a priority right of selection over a full-sized living area on the expiration of the lease.

Stud  
Leases—  
40 years.

**237.** Stud Leases should have terms of 40 years as already provided in recent legislation, and priority rights at the expiration of the leases.

Pastoral  
Leases—30  
years; up to  
50 years in  
very  
exceptional  
circum-  
stances.

**238.** Ordinary Pastoral Leases and Preferential Pastoral Leases should have terms of 30 years, and Pastoral Development Leases terms varying from 30 to 50 years according to developmental expenditure, situation and other circumstances. A term of 50 years should only be granted in the far "outback" where very extensive improvement conditions are being undertaken.

Pastoral  
resumption  
rights  
without  
compensa-  
tion should  
be varied.

**239.** Another innovation which would strengthen security of Pastoral Leases would be the elimination of the existing resumption clause enabling the Crown to make a resumption of one-fourth of the holding, without compensation except for improvements, at any time after the lease is granted. This provision was needed when it was enacted in the early stages of pastoral settlement, but it might well now be eliminated. A resumption right of one-fourth of the holding after 15 years in the case of ordinary Pastoral Leases, and variable resumption rights in the case of Pastoral Development Leases, would amply safeguard public interests.

#### FOREST GRAZING LEASES.

Origin and  
object of  
Forest  
Grazing  
Leases.

**240.** Forest Grazing Leases were introduced by the 1934 Land Act. They were, in effect, Pastoral Leases over land comprised in State forests or timber reserves, subject to specific conditions ensuring that there would be no interference with the retention and development of the land for forestry purposes. The object was to utilise grass for stock grazing and not waste its productive value, whilst retaining the land for timber. Leases could be granted for 20 to 30 years with rental re-assessments every 10 years.



241. Forest Grazing Leases were intended to benefit both interested parties—the Crown and the lessee; it was considered that the work of each would help the other. The grazier would use and develop the land whilst preserving all commercial timber stands, and by his use would prevent the timber reserve from becoming a wilderness of undergrowth and rubbish and a harbour for pests. Mutual benefits conferred.

242. The rent paid, of course, was very small compared with the value of the timber stands, but in weighing the benefits of Forest Grazing Leases the value of grazing production is also an item to be considered. Rent returns small.

243. It did not take long for officials to consider their own interests only and disregard the interests of the other fellow. When the original Forest Grazing Leases expired the only new tenures granted were Special Leases for 5 years, terminable on 6 months' notice. Such an insecure tenure was of little value to the graziers concerned. Forest Grazing Leases discontinued. Special Leases for 5 years substituted.

244. The Minister for Lands and Irrigation (Honourable A. G. Müller, M.L.A.) has given attention to this matter, and has announced that the position in 1934 will be reverted to. Leases of 20 to 30 years are to be granted, and priority rights and tenant rights in improvements are to be retained by lessees on the expiration of their leases. In the circumstances it is not necessary to discuss the matter any further. Forest Grazing Leases to be revived.

## PART XII.

### THE DEVELOPMENT OF DIFFICULT COUNTRY.

245. Queensland took a long time to realise that difficult country requiring a heavy expenditure could not be developed on stereotyped terms and conditions. Pastoral Leases were subject to the condition that one-quarter could be resumed without compensation, except for improvements, at any time after the lease was granted, or one-half could be resumed in 15 years. On such a tenure it was not possible to undertake special development requiring heavy expenditure. Development not possible on rigid terms and conditions.

246. The idea of Pastoral Development Leases—of writing terms and varying resumption conditions to meet the specific case—was born at Thargomindah in 1927. On a visit to Thargomindah it seemed that it would be very beneficial to the State if country in the neighbourhood could be converted from cattle to sheep. Negotiations were thereupon opened with a few progressive landholders who intimated that they would be prepared to run sheep on small holdings if a low rent were charged and freedom from resumption, without compensation, were guaranteed throughout the term of a 30 years' lease. This was done and sheep were successfully established. The birth of Pastoral Development Leases.

247. Larger holdings then followed the examples thus set and obtained Pastoral Development Leases with varying resumption rights, according to the circumstances of the case, and developed their holdings for sheep. Idea caught on.



This was a speculative enterprise but the boom in wool prices helped to carry the lessees through, and the venture proved to be a very profitable one, both to the lessees concerned and to the Crown.

Huge  
benefits to  
State.

**248.** As time went on some hundreds of thousands of sheep were depastured in the western section of the Thargomindah District, and further cattle lands in other parts of the State were converted to sheep. Cattle lands also were extensively improved for more intensive cattle grazing under this tenure.

Such were the huge benefits which the lessees, the workers, and the Crown gained by one simple and commonsense reform.

### MORE VIGOROUS ADMINISTRATION NEEDED.

Fewer  
Development  
Leases in  
recent years.

**249.** In recent years Pastoral Development Leases in the outback regions of the State have not been pushed as vigorously as they might have been, and there has been a timidity in granting concessions.

Illustration  
of risks  
taken by  
lessees.

**250.** Generous concessions are needed in such cases to counter-balance the heavy risks undertaken. These risks are very real. On one Pastoral Development property, west of Thargomindah, which carries about 58,000 sheep, the losses from July 1957 to July 1958, in the recent drought, totalled 36,398 sheep. This loss was incurred notwithstanding extensive cutting and rolling of mulga and the excellent water supplies which the lessees had provided. Additional to this heavy loss of sheep, no lambs were marked during the period, and about 1,350 branded cattle and 1,000 calves were also lost. These lessees will no doubt build up again and win through.

Capital,  
courage and  
resource all  
needed.

**251.** It must be stressed that these far outback lands in the low rainfall belt cannot be developed by the small man. Not only is much capital required, but it must be allied with courage, resource and that creative impulse without which our outback lands will not be developed. Not the least of other qualities needed is the capacity to take hard knocks without running to the Government for help.

Principle of  
Development  
Leases  
should be  
extended.

**252.** The extension of the principle of Pastoral Development Leases is strongly urged in the development of difficult country remote from rail and markets. What has already been done is merely a small indication of what can be done if these provisions are not administered with undue timidity.

Terms of  
leases should  
be framed to  
meet  
circum-  
stances.

**253.** In other parts of the Report it is recommended that Pastoral Development Leases be for terms of 30, 40 or 50 years, with resumption and re-assessment rights according to the amount being expended on development, and to the circumstances of each case.

Provision  
for  
continuance  
of lessee's  
business  
essential.

**254.** After the pioneering development has been done, a certain amount of closer grazing settlement can follow with areas larger than in the inside districts, but the lessees should be given continuity of tenure by allowing them, on the expiration of their leases, to retain a sufficient area of country for the continuance of their operations.

### PART XIII.

#### TERMS OF LEASES AND RE-ASSESSMENT PERIODS.

**255.** There is little uniformity in the length and re-assessment periods of existing Crown leases. It is desirable that they all be brought into line. No uniformity.

**256.** Grazing Selections usually have leases for 28 years; Pastoral Leases for 30 years; and Pastoral Development Leases up to 40 years. Existing leases and re-assessment periods.

The rents of Grazing Selections are re-assessable every 7 years; Pastoral Leases every 10 years; Perpetual Lease Selections every 7 years; Perpetual Town Leases every 15 years. There is no good reason why there should not be uniformity throughout.

**257.** Perpetual Leases are, in fact, perpetual or interminable leases. They are not leases for 99 years or 999 years as some people imagine, but leases for all time. Perpetual Leases are interminable.

**258.** The rental re-assessment periods of Perpetual Leases have been varied from time to time. When the tenure of Perpetual Lease Selection was first introduced in 1908, the rental re-assessment period was 10 years; under the 1910 Act it was altered to 15 years; then in 1951 to 7 years. This 7 year re-assessment period is still in force. The re-assessment period of Perpetual Town Leases has remained constant at 15 years. Perpetual Lease re-assessment periods varied from time to time.

As stated above there is no good reason for differentiation in these re-assessment periods. They should all be the same.

**259.** It is recommended that all Perpetual Leases have a common re-assessment period of 10 years. All re-assessment periods should be 10 years.

**260.** The length of terminable leases should be in multiples of ten. All terminable leases should be multiples of ten.

As already explained the leases of Grazing Selections are of 28 years' duration. The reason for this seems to be that 7 year re-assessment periods were desired and the leases had, therefore, to be a multiple of seven.

**261.** Under the proposals in Part XI. of this Report—Security of Tenure—ordinary Grazing Selections will have a term of 30 years and Development Grazing Selections, on which expenditure will be exceptional, a term of 40 years. Length of leases for Grazing Selections and Development Grazing Selections.

**262.** The period for rental re-assessments on Grazing Selections should be 10 years instead of 7 years as at present. Provision should also be made for granting Development Grazing Selections freedom from re-assessment for 20 years if the exceptional circumstances make such a course desirable. 10 year re-assessment periods for Grazing Selections.

**263.** Ordinary Pastoral leases will have terms of 30 years, and Pastoral Development Leases terms up to a maximum of 50 years in very exceptional circumstances. Re-assessment periods for Pastoral Holdings will be 10 years; Pastoral Development Holdings should be allowed freedom from re-assessment for 20 years when circumstances so require. Length of Pastoral Leases and Pastoral Development Leases.



Uniform  
re-assess-  
ment  
periods of  
10 years for  
all tenures.

**264.** In the result all Crown leaseholds, whether Perpetual or terminable leases, will be re-assessable every 10 years, except Development Holdings on which re-assessment periods may be varied when heavy expenditure on improvements makes such a course desirable.

No  
congestion  
of re-assess-  
ments.

**265.** This reform will not cause any congestion of re-assessments at commencing dates of leases, and of re-assessment periods, on the individual holdings will be different.

#### PART XIV.

##### COSTS OF WOOL PRODUCTION.

Reliable  
costs  
difficult to  
obtain.

**266.** One would think that reliable costs of wool production would be readily ascertainable. Such, however, is not the case. It is surprising how comparatively few graziers seem to know what their costs of production actually are.

Costs  
inefficiency  
prevalent.

**267.** So many sheep graziers are engaged in producing wool on varying types of country, and under different conditions, that one would imagine that costs had only to be asked for to be immediately forthcoming. The industry, unfortunately, has not yet reached that desirable state of efficiency.

Wool  
production  
costs not  
available  
from Wool  
Brokers.

**268.** Even the Wool Brokers whose business it is to market wool, finance graziers, and act as bankers for them, cannot supply exact information on wool production costs. This, no doubt, is because the range in costs from property to property is fairly wide.

The Brisbane Wool Selling Brokers Association advises the Commission that—

“Costs of wool production is a subject about which much could be written, but we as Brokers feel that we are not in a position to express an opinion which could be sufficiently reliable for your purpose.”

One firm of Wool Brokers, however, has been most helpful in supplying production costs on individual holdings in the different divisions of the State, and these are quoted later.

##### GRAZIERS' PROPAGANDA.

Extravagant  
propaganda  
by graziers.

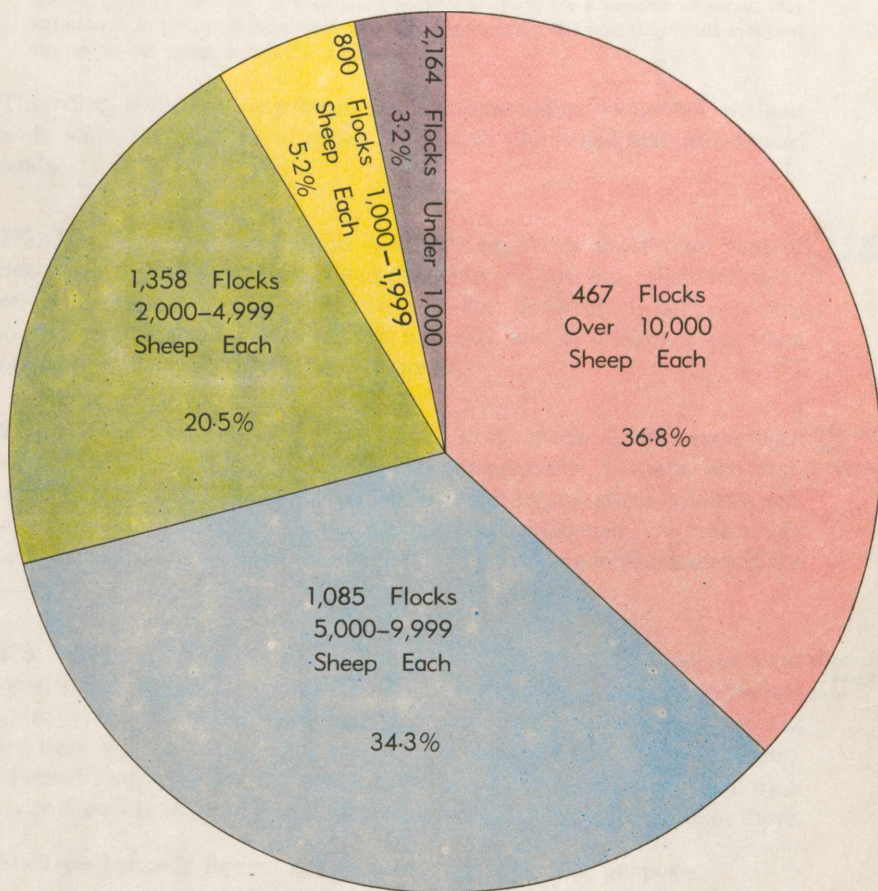
**269.** Failing exact figures, graziers have resorted to propaganda. Perhaps they will never realise what damage extravagant propaganda has done their cause.

Repelling  
official  
goodwill.

**270.** It came as a great shock to many Crown officials who, in the not-so-remote past, had nursed the grazing industry through many difficulties by the Wool Relief Scheme, the Cattle Relief Scheme, Drought Relief Schemes in different districts, the charging of very moderate relief rentals, the Graziers Rehabilitation Scheme under which public funds were used to compound graziers' debts, the numerous adjustments of tenures and extensions of leases, priority additional areas, and all the rest, to find that, at the first reverse in wool prices and of partial drought, a flood of extravagant and misleading propaganda was released as if nothing had ever been done officially to assist the industry. Surely that is not the way to secure official co-operation and goodwill.



DISTRIBUTION OF  
QUEENSLAND SHEEP POPULATION  
ACCORDING TO FLOCKS.



As at 31st March, 1956

(This is the latest dissection of sheep population available.)



**271.** And now, when the knowledge of graziers themselves is sought in their own particular field, it is found that there is difficulty in obtaining reliable figures as to the cost of wool production. Fortunately, there are a number of graziers, too busy in working their holdings to indulge in idle propaganda, who have been able to furnish valuable production figures. These are published later in the Report.

Some graziers have been helpful.

**272.** Ill-considered propaganda has also alienated much goodwill amongst various sections of the community. This can best be illustrated by quoting what a worker in the industry had to say:—

The view of a worker on graziers' propaganda.

"It is nauseating to read graziers' complaints that ruin is facing the wool industry. Without any effort on their part wool prices went to dizzy heights and carried them to fortune. If they made no profits at all, for a number of years, they would still be better off than most people in Queensland, but now they want everyone else to be cut down to benefit themselves."

This view, which was expressed to the Commission, is quoted without comment to show the reaction of other citizens to ill-advised and unbalanced propaganda.

**273.** Individuals or institutions can have no better asset than that of truth and reliability. Their word is accepted without question; their influence is potent wherever they go and whatever they do. How much better is this than having every statement viewed with mistrust and suspicion, even when fundamentally it may be truthful and accurate.

Value of reliability.

**274.** In the absence of actual costs, propaganda figures have been published and widely circulated by individual graziers who, perhaps, are well-meaning in their efforts. These generally deal with hypothetical holdings and hypothetical grazing activities. Many of the items published are reasonably accurate deductions, but too many fanciful additions are made which distort the picture.

Hypothetical costs propaganda.

**275.** When, for instance, a man takes up a grazing leasehold, he pays no "goodwill" for it; all he pays is the annual rent. But in these hypothetical statements, to swell the cost of production, his holding is valued at £10 to £12 per sheep area and as "capital invested" he is allowed bank interest thereon. Should there be any outstanding debts, bank interest is allowed on them also. In this way the costs of wool production can easily become 50d. per lb. or more.

Illustration of exaggerations.

Such propaganda figures are valueless for practical purposes.

**276.** The Commissions' observations regarding irresponsible propaganda is not meant to apply to the United Graziers Association Headquarters, nor to the great bulk of graziers in the State. It is directed at those perhaps well-meaning individual propagandists who are so short-sighted as not to see the harmful effects of their efforts.

Graziers' propaganda should be restrained.

Graziers must be brought to realise that unbridled and irresponsible propaganda can do immeasurable harm.

## NEW SOUTH WALES COSTS OF WOOL PRODUCTION.

N.S.W. cost  
Inquiries.

**277.** In recent years there have been some inquiries as to the costs of production of wool in New South Wales on country comparable with the sheep-grazing lands of Queensland.

Figures  
from  
Quarterly  
Review of  
Ag.Econs.  
January  
1958.

**278.** The Quarterly Review of Agricultural Economics for January 1958, published by the Bureau of Agricultural Economics, Canberra A.C.T., contains an article on the "Trends in Incomes from Sheep Properties in the Pastoral Zone of New South Wales."\*

It analyses the costs of 49 properties in the semi-arid belt of New South Wales with no improved pastures and little, if any, cultivation, over the period 1952-1956. The number of sheep varied over the years but averaged about 4,000.

Analyses of  
properties.

**279.** For the purpose of analysing costs the properties were divided into three classes:—

- (a) Those which bred replacements without having any surplus sheep for sale;
- (b) Those which bred surplus sheep as well as their own replacements; and
- (c) Those engaged in fat-lamb production.

Table of  
costs per  
sheep.

**280.** The average costs per sheep and per pound of wool are shown in the following table which has been compiled from the figures given in the article referred to.

TABLE OF COSTS PER SHEEP AND POUND OF WOOL.  
(Average Cut per Sheep 9.5 lb.)

Class of Property.	1952-53.		1953-54.		1954-55.		1955-56.	
	Cost Per Head.	Cost Per Lb.	Cost Per Head.	Cost Per Lb.	Cost Per Head.	Cost Per Lb.	Cost Per Head.	Cost Per Lb.
Breeding surplus sheep	s. d. 32 2	s. d. 3 5	s. d. 30 4	s. d. 3 2	s. d. 30 8	s. d. 3 3	s. d. 27 10	s. d. 2 11
Breeding replacements only	29 4	3 1	35 10	3 9	29 8	3 1	27 6	2 11
Fat lamb production ..	37 3	3 11	43 4	4 7	46 4	4 11	39 2	4 1

*Commission's Note.*—These costs per lb. must be regarded as approximate only. They have been worked out on the average cut of wool, over the period, of 9.5 lb. per sheep. The actual cuts varied in different years from 9.3 lb. to 10 lb. per sheep. Moreover, the number of sheep carried varied from 3,400 sheep upwards.

Factors  
causing  
cost  
variation.

**281.** The chief factors which caused a variation in costs, as set out in the table, were:—

- (i.) Number of sheep carried;
- (ii.) Cut per head each year;
- (iii.) Price per lb. of wool each year; and
- (iv.) Number of lambs marked.

N.S.W. costs  
varied from  
35d. to 45d.  
per lb. of  
wool.

**282.** The New South Wales costs of production, as shown by these figures, over the years 1952-1953 to 1955-1956, on ordinary sheep-grazing properties in the semi-arid belt, with little or no pasture improvement or cropping, varied from 35d. per lb. to 45d. per lb.; on fat-lamb production properties they varied from 47d. per lb. to 59d. per lb., but on these latter properties wool accounted for only 57 per cent. of the return.

\* Article by Mr. J. P. Carney.



**283.** In 1954 the Rural Bank of New South Wales made a survey of wool-growing costs. For this purpose it took the figures from 47 properties of different sizes and carrying-capacities. The method adopted was to ascertain the operating costs of each property and to add 5 per cent. interest on the owner's capital investment and a wage allowance (£750) for the owner.

Investigation by Rural Bank of N.S.W.

On this method it was found that, on properties breeding replacements and shearing less than 2,000 sheep, the cost per lb. of wool was about 60d.; on those shearing between 2,000 and 3,000 sheep, about 48d. per lb.; between 3,000 and 5,000 sheep, about 40d. per lb.; and in one special case where about 15,000 sheep were shorn, the average cost was about 24d. per lb.

These figures are published in the Rural Bank's journal, "Trends" for June 1954.

### QUEENSLAND WOOL COSTS.

**284.** The Commission has been fortunate in obtaining a complete, itemised schedule of production costs over 10 years, 1948-1957 inclusive, in respect of a well-managed aggregation of grazing selections in Central Queensland running from 15,000 to 22,000 sheep, including lambs. This Schedule is such a perfect example of station book-keeping and efficient management that it is reproduced as Appendix VIII.—Part 1.

Valuable detailed cost figures over 10 years on Central Qld. property.

**285.** It is strongly recommended that other graziers use this Schedule of itemised costs as a model to follow. Should this be done, there will in future be no difficulty in ascertaining costs of production.

Other graziers should tabulate costs similarly.

### FIGURES FROM CENTRAL QUEENSLAND PROPERTY.

**286.** This property is a breeding property running good quality sheep which cut heavy fleeces, and each year there are surplus sheep for sale.

Description of property.

**287.** The table hereunder sets out—

Schedule of wool costs.

- (a) The costs of production for wool only; and
- (b) The net costs of production after deducting the net profit from stock sales.

### SCHEDULE OF PRODUCTION COSTS. CENTRAL QUEENSLAND PROPERTY.

Year.				Costs of Production Per Lb., Wool Only.	Net Costs of Production per lb. Allowing for Profit on Stock Sales.
				<i>d.</i>	<i>d.</i>
1948	..	..	..	19-10	2-20
1949	..	..	..	22-82	15-07
1950	..	..	..	31-74	23-76
1951	..	..	..	31-16	17-80
1952	..	..	..	31-96	21-86
1953	..	..	..	44-74	27-95
1954	..	..	..	45-05	29-48
1955	..	..	..	35-92	20-12
1956	..	..	..	32-19	16-36
1957	..	..	..	39-09	5-89

Warning  
note in  
applying  
figures.

**288.** A warning note should here be sounded. The net profit on stock sales is partly fictitious owing to low book values of sheep. The profit is the difference between this low book value of sheep and the net proceeds from sales, and thus is unduly high. Therefore, the figures in the third column, though accurately compiled, are not for general application.

Wool costs  
varied from  
32d. to 39d.  
per lb. of  
wool.

**289.** This Schedule shows that, on this well-managed breeding property with heavy average fleeces, the production costs for wool only, apart from sheep sales and without allowing for interest on capital, over the last three years have been from 32 to 39 pence per lb. Reference to the detailed figures in Appendix VIII.—Part 1 will show that these costs include the costs of some timber clearing and water improvements.

Costs  
substantially  
reduced by  
sale sheep.

**290.** The Schedule also shows how costs can be reduced by an annual turn-off of sale sheep on a property which breeds many more sheep than are needed for replacements. It well illustrates the superiority of sound breeding country.

#### COSTS SUPPLIED BY A BRISBANE FIRM OF WOOL BROKERS.

Costs in  
Northern,  
Central and  
South-  
Western  
Queensland.

**291.** A firm of Brisbane Wool Brokers has been so good as to supply a comparative Schedule of recent costs in respect of sheep properties in Northern Queensland running from 5,000 to 12,000 sheep, and properties in Central and South-Western Queensland running similar numbers. These costs include all living expenses and schooling expenses for children. Details are given in Appendix VIII.—Part 2 in the form in which they were supplied.

Summarised  
figures.

**292.** The summarised figures are as follows:—

#### SCHEDULE OF COMPARATIVE COSTS. NORTHERN, CENTRAL AND SOUTH-WESTERN QUEENSLAND.

Area. Acres (Approx.).	No. of Sheep (Approx.).	Wool Produced.	Cost Per Lb.
		Lbs.	Pence.
NORTHERN QUEENSLAND.			
25,000	5,000	35,600	45-17
45,000	9,000	64,080	38-16
60,000	12,000	85,440	37-78
CENTRAL AND SOUTH-WESTERN QUEENSLAND.			
20,000	5,000	38,050	37-78
36,000	9,000	68,490	31-80
48,000	12,000	91,320	31-89

Rule-of-  
thumb costs.

**293.** There is a rule-of-thumb in the industry that the cost of running a sheep at present, in good sheep districts, varies from about 25s. per sheep to 32s. per sheep. The average fleece in such districts is higher than the State average of 8½ lbs.



**294.** Costs of production are generally made out to include the living expenses of the owner, and other expenses incidental to living in the country, such as school fees for children. It follows, therefore, that even if costs and returns break even, without showing any profit, the lessee's living expenses are covered and he is not going back financially.

Costs include living expenses and schooling of children.

**295.** From the figures quoted it will be apparent that there is no such thing as an average cost of production applicable to a large number of holdings. Costs vary from property to property, from district to district, and from year to year, according to circumstances. Attempting to average them can be very misleading.

Average cost of production a myth.

**296.** Although the Table of Comparative Costs above quoted shows a material variation between the costs on properties running 5,000 sheep and those running considerably more, other figures available to the Commission indicate that such a variation is not general. Except in the North West, from 6,000 sheep upwards is a fair economic unit in the semi-arid belt.

Little variation in costs of 5,000 sheep and upwards.

Costs, however, tend to soar upwards in the case of small areas running about 2,000 sheep. On such small properties it is essential that the owners do much of the work themselves. If they attempt to sit back and play the part of a big grazier they soon get into financial difficulties.

**297.** Sheep holdings in Queensland are generally in a sound financial position. The combination of high wool prices and good seasons enabled all debts to be wiped out and substantial reserves locked away. If any old-established grazier on an adequate-sized area is not in a sound financial position now, he has only himself to blame for not taking advantage of the unexpected windfall which came his way.

Generally sound financial position of sheep holdings.

The future of wool must inevitably cause anxiety, but at the moment no immediate hardship is being suffered except in drought-affected districts and on the smaller grazing areas.

**298.** New selectors and those who recently purchased their holdings at high prices, and more particularly the smaller graziers who are faced with the development of their selections at high cost, are not in a satisfactory position.

Position not satisfactory for new selectors.

**299.** An economic siege, for a short period, is not altogether an unmixed misfortune, apart from its effect on the community by the loss of national revenue. It calls on the industry to put its house in order, to improve its technique and to eliminate all extravagance and waste. It also puts an effective brake on the continuous frightening rise in costs, and checks the increase in absentee ownership which, in recent years, has been increasing much too rapidly.

Some advantages from an economic siege.

## SUMMARY OF COMMISSION'S FINDINGS.

Commission's  
findings as  
to costs of  
production.

**300.** The Commission's findings on costs of production and relative matters, which have been deduced not only from the figures quoted, but from much other data, are set out below:

- (i.) There is no such thing as an average cost of wool production applicable to a large number of properties. Costs vary from holding to holding, district to district, and from year to year, according to circumstances;
- (ii.) On well-managed properties, in good seasons, costs of wool production only (excluding the profit from sale sheep and interest on capital invested) may fairly be assessed at from 36d. to 40d. per lb.

After allowing for profit from sale sheep on good breeding properties, costs can be as low as 20d. per lb. of wool.

These costs are entirely altered in times of drought;

- (iii.) In Northern and North-Western Queensland where wool cuts are lighter, the costs per lb. are necessarily higher;
- (iv.) Costs for wool only on stud holdings are very much higher than on ordinary holdings, but on stud holdings a material part of the income is derived from the sale of stud sheep;
- (v.) On small holdings, with few sheep to spread expenses over, costs rise sharply and may reach 50d. per lb., or even more;
- (vi.) Lessees on small holdings can only reduce costs by doing much of the work themselves;
- (vii.) Drought conditions alter the whole costs structure. In drought periods the grazier suffers compound adversity because—
  - (a) He loses many of his sheep,
  - (b) He loses the lambings he ordinarily would have obtained,
  - (c) His wool clip off the surviving sheep is lightened and reduced in quality, a well-fed sheep cutting 9 lb. of wool in good seasons may cut only 6½ lb. of impoverished wool in a dry time,
  - (d) His costs of production per lb. of wool soar upwards owing to drought expenditure, agistment, feeding costs, lighter clip and fewer sheep.
- (viii.) Propaganda costs based on hypothetical cases and on imaginary capital investments are valueless; not only are they valueless in themselves, but they do damage to the industry by making other more reliable figures suspect;
- (ix.) Small undeveloped blocks cannot be developed on present wool prices, at high developmental costs, unless cheap money on favourable terms is made available by the State to assist development;



- (x.) All graziers should strive their utmost to improve the quality of their wool and the weight of fleece. These two factors considerably influence costs in relation to profits;
- (xi.) The detailed figures given in Appendix VIII.—Parts 1 and 2 should help graziers or their accountants to compile their own costs of production in future so that they may be available when required. In this matter graziers should not have to rely on someone else; they should be prepared to serve their own interests by doing it themselves.

## PART XV.

### PRIORITY ADDITIONAL AREAS.

**301.** The granting of priority additional areas to increase the holdings of small graziers has been for many years, one of the most onerous and vexatious features of land administration. Very few have been satisfied. The grazier who is refused an additional area complains that the man who gets one has been favoured; on the other hand, the grazier who gets this valuable free gift from the Public Estate is seldom satisfied—it should have been bigger in area; it should have been more improved; it should have been situated elsewhere; and so on.

Additional areas an onerous feature of land administration.

**302.** It is fitting that I should report on priority additional areas, because I was mainly responsible for their introduction in 1927. It was sought to help the small men who had been placed on sub-standard holdings by the Lands Department. It was thought fair that no-one should be made to suffer because of the mistakes of the Department in making sub-standard holdings available for settlement. But it would now seem that in the introduction of this well-meant innovation, sufficient consideration, perhaps, was not given to the consequences of changing administrations, the greed and covetousness of individuals and the weaknesses of human nature.

Introduction of additional area policy in 1927.

### HELPING THE SMALL SETTLER.

**303.** In order to help the small settler, a provision was inserted in the Land Act of 1927 to the effect that if vacant Crown land was contiguous or adjacent to a selection which was less than a living area, the selector could be granted, at the discretion of the Minister, priority over an additional area.

Original provision for additional areas.

The intention of the Act was that, if it were convenient and desirable in the public interest, small areas of available land might from time to time be granted as additional areas. It was never intended to give existing small graziers a monopoly over all lands that henceforth might come into the hands of the Crown.

The provision was intended to be administered with discretion and with due regard to the rights of intending selectors who were waiting for an opportunity to establish themselves on the land.

Guiding  
principles  
laid down.

304. At the outset, guiding principles were laid down that additional areas would, as a general rule, only be granted when—

- (i.) The applicant had some special claim over and above that which might be urged by other persons holding less than a living area in the locality;
- (ii.) The claim for an additional area could be met without spoiling the design of the available land—that is, the rights of the community would receive first consideration;
- (iii.) The applicant was a *bona fide* selector who had worked his land for several years, as distinct from a person who might buy a small selection adjoining an expired holding in the hope of getting an additional area for nothing; and
- (iv.) The available land from which an additional area could be granted was within five miles of the selection.

Many  
deserving  
Crown  
tenants  
helped.

305. In the early years of the scheme much good was done in accommodating many deserving and struggling Crown tenants with additional land and placing them in a much stronger financial position. But, eventually the actions of covetous people brought about the “broadening” of the scheme and led to its final breakdown.

#### ABUSE CREEPS IN.

Amendment  
in 1934.

306. In 1934 an amendment repealed the words “contiguous and adjacent” and replaced them with the phrase “in the neighbourhood,” which has been given administrative interpretation as a distance up to 30 miles from the selection seeking an additional area.

Scheme gets  
out of  
control.

307. Subsequently, the scheme was “broadened” in every conceivable way and it became a source of political patronage. Eventually it got quite out of reasonable control. One additional area was often deemed to be insufficient and some fortunate selectors received two or even three priority areas, granted at different times.

Findings  
of 1951  
Inquiry.

308. In 1951 the Pastoral Commission found that as a result of the policy adopted for administering additional areas—

“Much land of good quality has been mutilated, the needs of new settlement have been prejudiced, undeserving lessees have secured valuable concessions; small holders with no claim to being graziers have been built up to standards of affluence by gifts of land greater in capacity than their original holdings; there are cases of two or even three additional areas being granted the one lessee . . . This is not to say that the policy has not been conducive of good. Administered judiciously and with discretion, it may continue to be productive of beneficial results, but we feel that abuse of the provisions should be checked by control; the conflicts and bickerings occasioned by the present haphazard system lead to wasteful and expensive delay and indecision in dealing with vacant Crown land.”

These findings are endorsed.



**309.** There was an instance of a grazing selection of 5,000 acres in area being granted the gift of an additional priority area of 11,580 acres, and 10 years later another additional priority area of 10,500 acres, thereby enlarging the original selection from 5,000 acres to more than 27,000 acres. Instances of repeated free gifts.

Another selection of 3,100 acres was granted an additional area of 4,850 acres, and 14 years later another additional area of 7,400 acres, making a total of 15,350 acres.

A selection of 7,200 acres received 5,800 acres of additional land, and 14 years later another additional area of 3,400 acres, making the area of the holding 16,400 acres.

Still another of 10,340 acres was increased to 16,250 acres, and 7 years later to 26,580 acres.

Numerous other illustrations could be given.

**310.** All the practical safeguards that would make the scheme capable of administration were one by one swept away. The principle of the Department's rectifying its mistakes and relieving the burden unwittingly placed on deserving Crown tenants, was abandoned. Practical safeguards swept away.

**311.** Men with a full knowledge of what constituted a reasonable living area were allowed to purchase a small holding, and then be accommodated with a priority area in the neighbourhood, perhaps equal to a gift of £10,000 or more, which value was subsequently collected on the sale of the enlarged property. Exploitation of Scheme.

#### DISCONTINUANCE RECOMMENDED.

**312.** For the period of 20 years from 1st July, 1938, to 30th June, 1958, 294 graziers were accommodated with priority additional areas, and 271 grazing blocks were opened for public competition. The total area granted as priority additional areas was 2,975,893 acres and the total area made available to the public was 6,848,568 acres. Priority additional areas absorbed 30 per cent. of the available land. Some striking figures.

**313.** Priority additional areas, as administered during the past 20 years, have dominated new land settlement, delayed the opening of land, spoilt the designs of blocks for competition, and led to gross inequities and much dissatisfaction. Some of the most deserving applicants for additional areas have been refused on technical grounds, whilst undeserving lessees have obtained them. Demerits of scheme.

What was intended to be a privilege is now regarded by small graziers as a right, and each is developing an ambition to grow in size. If graziers had their way very little land would ever again be made available for new grazing settlement in Queensland; it would all be absorbed as additional areas.

A halt  
should be  
called.

**314.** The scheme has been in operation for 31 years; an ample time for the Department to rectify sub-standard holdings in most districts. It is time to call a halt to this wholesale distribution of free gifts of the Public Estate.

Settlers with net taxable incomes of from £5,000 to £10,000 per annum have no right to selfishly exploit the State by clamouring for priority additional areas. If they require more land, they can buy it like anyone else.

It is recommended that priority additional areas, as a general policy be discontinued. The greedy wholesale expectation which the policy has caused should be brought to an end.

Retain  
power to  
grant in  
exceptional  
cases.

**315.** It is not advisable, however, that the provision be wholly repealed. There are a few *bona fide* sheep graziers on the outskirts of sheep settlement to the west of Quilpie, and in the north-west of Queensland, who hold areas that are economically too small, and there may be others on the outskirts of other districts. It would be right and equitable to grant these graziers additional areas, if that can be done without any public detriment. After the available land has been designed into suitable-sized blocks, there may be some area or areas left over which could be granted to, or balloted for, by small graziers in the neighbourhood.

So long as the claims of new land settlement come first, priority additional areas in odd lots may still be considered when such can be done without detriment to the Public Estate.

## PART XVI.

### ADJUSTMENT OF REPURCHASED ESTATES.

Jimbour  
and Cecil  
Plains.

**316.** The two largest repurchased estates in Queensland are Jimbour and Cecil Plains. Each estate will be dealt with separately.

#### JIMBOUR.

Acquirement  
of Jimbour.

**317.** Jimbour Estate, comprising an area of 121,061 acres, was compulsorily acquired by the Crown in 4 sections from 1907 to 1910 for a total sum of £423,713 10s., equal to £3 10s. per acre. The price was determined by the Land Appeal Court after a hearing extending over 43 days.

Opening  
prices for  
selection.

**318.** The land was opened for Agricultural Farm selection at an average purchasing price per acre of £3 19s. 1d., an increase of approximately 10 per cent. on the cost per acre to the Crown. The purchasing prices of the selections ranged from 10s. to £7 per acre.

Adjustments  
by Land  
Adminis-  
tration  
Board in  
1932.

**319.** In its early years the settlement was not successful and various inquiries and adjustments were made.



Eventually, in 1932 the Land Administration Board investigated the matter afresh, and on its recommendation the capital value of each portion was reduced. The new capital values ranged from a minimum of 10s. per acre to a maximum of 45s. per acre. Rents were fixed at 3 per cent. of such capital values. These adjustments put the settlers on the road to success. The amended capital values and rents continued in force until 30th June, 1947.

#### RECENT RE-ASSESSMENTS OF RENTS.

**320.** In 1950 the Land Court re-assessed the rents as from 1st July, 1947. The Crown valuations were not contested, except in one case, and generally were upheld by the Court; the highest valuation determined being 95s. per acre. Rents continued to be payable at the rate of 3 per cent. per annum on the capital values so determined. Re-assessment by Land Court 1950.

**321.** In 1954 the rentals on Jimbour Estate were again re-assessed by the Land Court, as from 1st July, 1954. The highest capital value sought by the Crown was £22 10s. per acre and the highest capital value offered by any lessee was £18 per acre. Another re-assessment, 1954.

Evidence was given of a number of recent sales of Jimbour selections, and after considering such evidence the Court determined the highest capital value at £21 per acre and made, more or less, pro rata adjustments on the other blocks. Annual rents were calculated at 3 per cent. on such re-determined values.

**322.** Under recent legislation these lessees have been given the right to freehold their blocks, if they so desire, on payment of a purchase price, which is to be determined by the Land Court in the light of present-day values, spread over 20 years at 3 per cent. interest. Right of Freeholding.

#### REQUESTS BY LESSEES.

**323.** The requests which have been made to this Commission by the selectors on Jimbour are that:— Requests by lessees.

- (i.) Rents be reduced from 3 per cent. to  $1\frac{1}{2}$  per cent. on the existing capital values, to bring the selections into line with the percentage rate chargeable as rent on ordinary Crown lands; and
- (ii.) The freeholding of selections be permitted over 20 years without interest.

Although the lands have become very valuable and high prices are realised on sale, it is urged that rents have become oppressive and do not allow the settlers any margin for bad seasons or fluctuations in wheat prices.



## PERCENTAGE RENTALS ON CAPITAL VALUES.

Why 1½ per cent. was adopted for Perpetual Lease lands.

**324.** Before the tenure of Perpetual Lease was introduced, Crown lands for mixed farming could be acquired only as Agricultural Farms (Freeholding tenure). The purchasing price, without interest, was spread over 30 years. During each of the first 20 years 2½ per cent. of the purchasing price was paid, so that at the expiration of 20 years one-half of the total purchasing price had been paid; the balance was then paid over a further term of 10 years. Later, the purchase was spread over 40 years, and 2½ per cent. was paid each year.

When the tenure of Perpetual Lease was introduced in 1908, it became necessary to fix a rental that would be less than the annual instalments of purchasing price payable under the alternative Freeholding tenure of Agricultural Farm which, as explained above, was equal to 2½ per cent. of such purchasing price. Accordingly, the rate of 1½ per cent. of the capital value of the land was fixed as the rent of Perpetual Lease Selections. This rate of 1½ per cent. was to remain unaltered throughout each successive re-assessment period of 15 years, but the unimproved capital value was re-determinable by the Land Court from time to time.

The terms "capital value" and "purchasing price" became interchangeable according as the tenure was one under which the Freehold could be obtained or not, but the two terms express the same meaning as to money value.

Very low rental rate for ordinary Perpetual Leases.

**325.** This rate of 1½ per cent. may seem to be too low and unrealistic. The neighbouring State of New South Wales charges 2½ per cent. on the unimproved capital value as rent on Perpetual Leases, and Crown officers in that State consider such a percentage to be low.

Low rate should remain.

**326.** Without repudiating its contract with settlers, Queensland cannot now charge a higher rate than 1½ per cent. on its existing Perpetual Leases comprising ordinary Crown land. In the long run it does not matter much, as the land is used for primary production, and with re-assessment rights retained by the Crown, the tenant soon pays as rent much in excess of 1½ per cent. on original values. For instance, in the case of Jimbour, capital values have increased by 833 per cent. since they were determined by the Land Administration Board in 1932.

More development needed on ordinary Crown Lands.

**327.** In the case of ordinary Crown lands, the incoming settler generally needed to do much more developmental work than selectors on Jimbour. Jimbour was beautiful open downs country waiting for the plough. Because of this, it is equitable that a rate higher than 1½ per cent. of the capital value should be charged as rent on Jimbour.

No safety margin left for Perpetual Leases on Jimbour.

**328.** It is to be noted, however, that Section 104 (3) of the Land Acts requires the capital value of the land, on re-assessment, to be determined "as if it were held in fee simple" at the commencement of the re-assessment period. This does not empower the Court to allow that margin for eventualities which it has been the practice to allow in the case of grazing rents.



## RECOMMENDATIONS ON JIMBOUR.

**329.** Carefully considering all the circumstances it is recommended—Recommendations regarding Jimbour.

(i.) That the rent of Perpetual Leases on Jimbour be fixed at  $2\frac{1}{2}$  per cent. of the unimproved capital value in lieu of 3 per cent., as at present.

(ii.) That the terms for Freeholding be 20 years at  $2\frac{1}{2}$  per cent. interest. It is not thought that interest should be entirely eliminated when lands on repurchased estates are being freeholded. Actually, only few will want to freehold, as Perpetual Lease with a rent of  $2\frac{1}{2}$  per cent., and without land tax, is the better tenure.

## CECIL PLAINS.

**330.** The general circumstances surrounding Cecil Plains are somewhat similar to those surrounding Jimbour. The estate, comprising 120,947 acres, was acquired by the Crown in 1916 by negotiation with the owners, for £2 per acre. Acquirement of Cecil Plains.

**331.** After the land had been taken up by settlers, various adjustments were made, and eventually in 1932 the Land Administration Board, after an investigation, made recommendations similar to those already discussed on Jimbour. Capital values were reduced; the new values ranging from 10s. per acre to 45s. per acre, and rents were charged at the rate of 3 per cent. Adjustments by Land Administration Board in 1932.

## RECENT RE-ASSESSMENTS.

**332.** Cecil Plains selections are divided into two groups—those last re-assessed as from 1950-51 and those re-assessed as from 1st January, 1955. The first group numbers 65 and comprises a total area of approximately 47,000 acres. The second group numbers 93 selections, comprising a total area of approximately 63,400 acres. Two re-assessment groups on Cecil Plains.

**333.** The capital values of the first-mentioned group were re-assessed by the Land Court in 1953. The Crown sought unimproved capital values ranging from 11s. 6d. per acre, for inferior grazing land of light carrying capacity utilised for the grazing of sheep or cattle, up to £16 per acre, for the best black soil, open plain, grain-growing land. The highest unimproved capital value determined by the Court was £14 per acre. Rents were calculated at 3 per cent. on the unimproved capital values. Re-assessment by Land Court, 1953.

**334.** For the second group, re-assessable as from 1st January, 1955, the Crown's rental recommendations were made by a different valuing officer. The Crown sought capital values ranging from 25s. per acre to £22 per acre. In February 1956 the Land Court found that in all cases the Crown's recommended capital values were too high, and determined a maximum value of £18 per acre, with pro rata adjustments in the other cases. Rents were calculated at 3 per cent. on the unimproved capital values. Another re-assessment, 1956.

## REQUESTS BY LESSEES.

Requests  
by lessees.

**335.** The requests made by the selectors on Cecil Plains are that:—

- (i.) Rents be reduced from 3 per cent. to  $1\frac{1}{2}$  per cent. on the existing capital values, to bring the selections into line with the percentage rate chargeable as rent on ordinary Crown lands.
- (ii.) The Freeholding of selections be permitted over 20 years without interest.
- (iii.) All the selections be re-assessable as from a common date instead of being divided into two groups as at present, and
- (iv.) The area which one settler may hold be increased to 2,560 acres.

## RECOMMENDATIONS ON CECIL PLAINS.

Recom-  
mendations  
regarding  
Cecil Plains.

**336.** For the same reasons as set out in the case of Jimbour it is recommended—

- (i.) That the rent of Perpetual Leases on Cecil Plains be fixed at  $2\frac{1}{2}$  per cent. of the unimproved capital value in lieu of 3 per cent., as at present.
- (ii.) That the terms for Freeholding be 20 years at  $2\frac{1}{2}$  per cent. interest. As already stated in the case of Jimbour, it is not thought that interest should be entirely eliminated. Actually, only few will want to freehold, as Perpetual Lease with a rent of  $2\frac{1}{2}$  per cent., and without land tax, is the better tenure.
- (iii.) That the request that all selections on Cecil Plains be re-assessable as from a common date should be regarded as reasonable. It is inadvisable to have 2 re-assessment groups as at present. All Cecil Plains selections should next be re-assessed as from 1st January, 1962.
- (iv.) That no action be taken to increase the area one selector may be permitted to hold.

## ADJUSTMENTS ON OTHER REPURCHASED ESTATES.

Adjustments  
on other  
Repurchased  
Estates.

**337.** Similar adjustments will need to be made on other Repurchased Estates—that is, a rental rate of  $2\frac{1}{2}$  per cent. on the unimproved capital value, and an interest rate of  $2\frac{1}{2}$  per cent. if any selector desires to freehold.



## REVENUE VALUATIONS SHOULD ALWAYS BE FAIR.

Revenue valuations should always be fair. It is easy for them to be otherwise.

A fair valuation is a moderate valuation. It must clearly represent the money value of the asset in the hands of the owner. It is not the value which the owner might possibly obtain by making a fortuitous sale; rather is it the value which he could obtain without any difficulty if he decided to sell.

### DISTINCTION BETWEEN REVENUE VALUATIONS AND COMPENSATION VALUATIONS.

A distinction must be drawn between revenue values and compensation values which are payable when a property is resumed. The first should be based on a conservative estimate; the second on a liberal estimate. (See Judgment of Dixon J in *Commissioner of Succession Duties (S.A.) v. Executor Trustee and Agency Company of South Australia Ltd.*, 74 Commonwealth Law Reports, page 358 at page 373.)

The ordinary market value is the revenue value—the value obtainable at once without any special advertising and without waiting for an eager purchaser to arrive; that is, the price which any prudent purchaser would willingly give.

A compensation value is assessed by considering the property with all its advantages, present and future, in the hands of the owner, and assessing it in such a way as to give the property its greatest value. A compensation value is the highest value that any prudent man would give; a revenue value is the ordinary market value of the property.

### RENTS ARE BASED ON UNIMPROVED VALUE.

Rents and rates are based on the unimproved value of the land. According to the theory of valuation, the unimproved value of land is arrived at by taking from the market price the replacement value of improvements and allowing interest for the time taken for the improvements to become effective. But this theory does not balance with practice.

In the development of country there is always a certain risk. The man who spends his money takes the risk that his expenditure will be effective. Any prudent man buying a going concern would be willing to pay more than the replacement value of improvements and avoid the trouble and risk of doing the work himself. Then again, the seller of a property as a going concern is entitled to a reasonable profit for his effort and enterprise in bringing the property to that stage of development. All these factors should be considered.

Great care is needed in fairly assessing the unimproved value of developed land. When a property has been highly improved at heavy cost and is producing for the community, it is better in the public interests that the unimproved land be under-valued, rather than over-valued.

A number of valuation questions are discussed in the Report.

## PART XVII.

### VALUATION AND RENTAL PRINCIPLES FOR CROWN LAND TENURES.

**338.** There is much confused and illogical thinking amongst a section of graziers on the matter of Crown land rents; so an effort will be made to set out the position quite clearly. A few cardinal principles may be stated, namely:—

Cardinal  
rent rules.

- (i.) Rent is a basic or fundamental charge. It is payment for the use of the land without which no land industry could exist.
- (ii.) Crown land rents should be moderate and such as prudent persons would very willingly pay.
- (iii.) Rents must be based on the unimproved, and not on the improved, value of the land. No Crown tenant should be penalised in rent because of his improvements.
- (iv.) Rents should be subsidiary to production. The prosperity of the State depends so much on production and on increasing production that rental charges on the producer should never be high.

These principles will be further discussed and amplified in this section of the Report.

**339.** As already stated, one of the dominating principles in the assessment of Crown land rents is that rents must be assessed on the "unimproved value" and not on the "improved value" of the land. The land is leased in an unimproved condition; the Crown tenant makes the improvements, and necessarily must not be charged any additional rent because of his own improvements. Apart from the obvious sanity and justness of this provision, the need for it in a State undergoing development is manifest. Development must be encouraged in every reasonable manner possible, and no avoidable obstacles should be put in its way.

Assessment  
on  
unimproved  
value.

Many persons rather foolishly think that renting lands on their "unimproved value" means that they must be rented on their unimproved carrying capacity alone. This obviously would be absurd. Lands of identical carrying capacity unimproved may be vastly different in value. One block might not be capable of development at all, whilst another may have such natural attributes that its productive capacity can be immensely increased by a prudent expenditure on developmental improvements. The second block would bring a much higher price in the open market and necessarily must be rented higher than the first.



Potentialities included in unimproved value.

**340.** The potentiality or capacity of the land to respond to an expenditure on improvements forms part of its unimproved value. But it is essential, of course, when development has actually taken place, that full consideration always be given to the cost of such development, otherwise the assessment would not be on the "unimproved value". A full value must always be attributed to the improvements. If an error is to be made in this matter of the "unimproved value" of land, it is far better, in the public interests, that the error should be made in favour of the tenant who exercises initiative and undertakes the risk and work of development, rather than in favour of the Crown, which, though contributing much to the development of the Public Estate, less actively participates in the development of individual holdings.

#### MAXIMS OF RENT ASSESSMENTS.

Maxims of Rent Assessments.

**341.** Viewing Crown land rents from the broad standpoint of public interests, a few maxims for rental assessments may be laid down:—

- (i.) Rents must always be based on the "unimproved value" of the land;
- (ii.) Rents must be such as will not hamper or retard, but rather will encourage the development of the public estate;
- (iii.) Rents must be within the capacity of the industry to pay;
- (iv.) Rents must be such as will permit Crown tenants to face, without undue apprehension, the fluctuations and variations of prices and seasons which might reasonably be encountered during the assessment period;
- (v.) Crown rents should be such as will leave in the hands of Crown tenants appreciable "goodwill" or leasehold values when they dispose of their properties; that is, the lessees should be permitted on sale to obtain appreciably more than the value of their improvements;
- (vi.) Generally, Crown rents should be moderate, and such as any experienced grazier, knowing the costs of developing the natural attributes of the land, would very willingly pay for the right of occupying and using the country.

These rental maxims may not all have the force of law, but they are founded on common sense and should be universally applied.

Prosperity and adversity of wool industry.

**342.** The history of the sheep grazing industry in Queensland has been a series of ups and downs. In times of adversity, however, the grazier has not been left to bear his burdens alone. The State has been found ready to give whatever assistance it could.

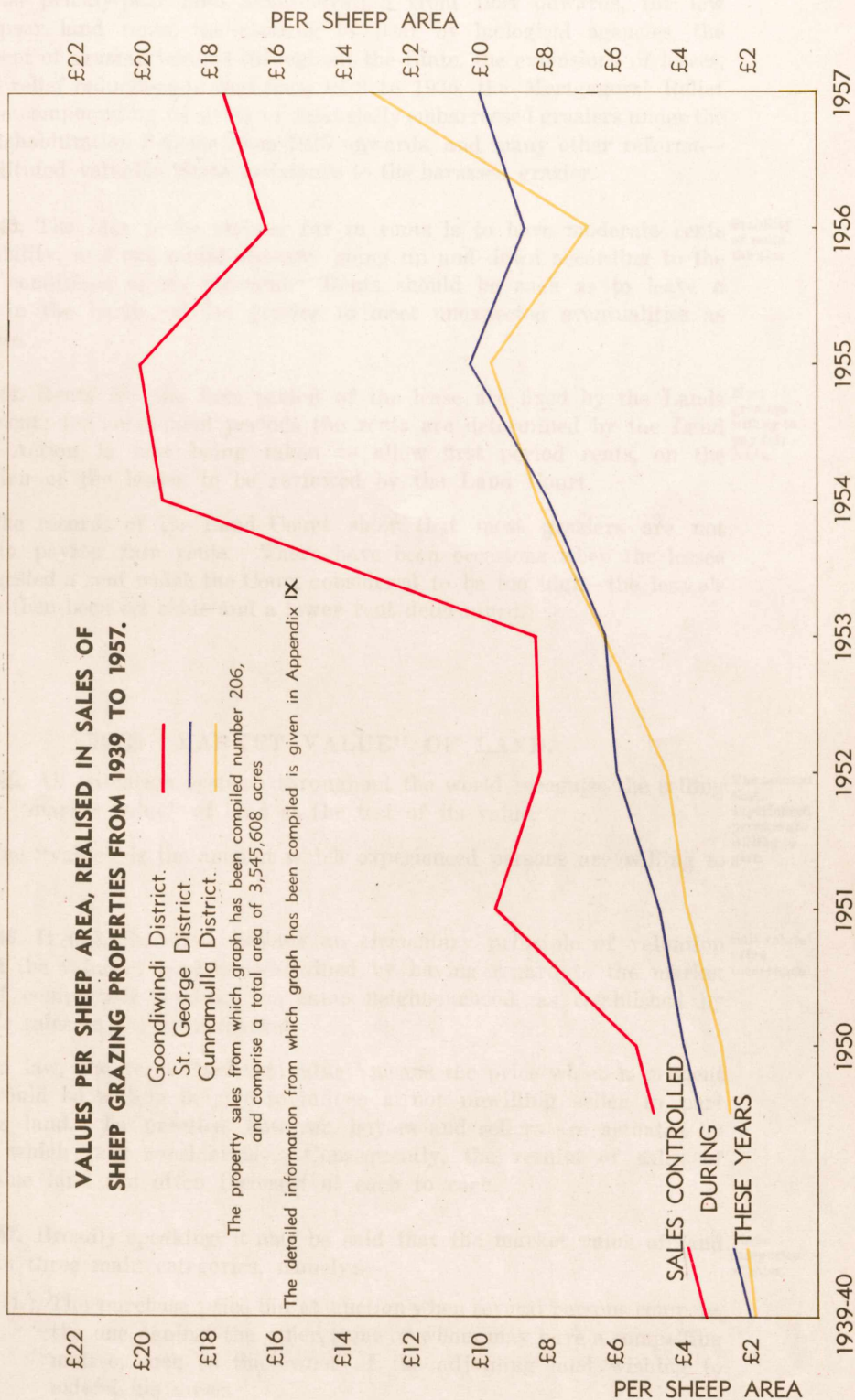
# INCREASE IN VALUES OF SHEEP PROPERTIES.

## VALUES PER SHEEP AREA, REALISED IN SALES OF SHEEP GRAZING PROPERTIES FROM 1939 TO 1957.

- Goondiwindi District.
- St. George District.
- Cunnamulla District.

The property sales from which graph has been compiled number 206, and comprise a total area of 3,545,608 acres

The detailed information from which graph has been compiled is given in Appendix IX





The prickly-pear land administration from 1924 onwards, the low prickly-pear land rents, the clearing of pear by biological agencies, the adjustment of grazing tenures throughout the State, the extensions of leases, the wool relief reductions in rent from 1932 to 1936, the Mortgagors' Relief Acts, the compounding of debts of financially embarrassed graziers under the Rural Rehabilitation Scheme from 1935 onwards, and many other reforms—all constituted valuable State assistance to the harassed grazier.

**343.** The idea to be striven for in rents is to have moderate rents with stability, and not rental see-saws going up and down according to the passing conditions of the moment. Rents should be such as to leave a margin in the hands of the grazier to meet unexpected eventualities as they arise. Stability of rents the aim.

**344.** Rents for the first period of the lease are fixed by the Lands Department; for subsequent periods the rents are determined by the Land Court. Action is now being taken to allow first period rents, on the application of the lessee, to be reviewed by the Land Court. Most graziers willing to pay fair rents.

The records of the Land Court show that most graziers are not averse to paying fair rents. There have been occasions when the lessee has suggested a rent which the Court considered to be too high—the lessee's rent has then been set aside and a lower rent determined.

### THE "MARKET VALUE" OF LAND.

**345.** All valuation systems throughout the world recognise the selling price or "market value" of land as the test of its value. The amount that experienced persons are willing to give.

The "value" is the amount which experienced persons are willing to give.

**346.** It has, therefore, become an elementary principle of valuation law that the value of land is ascertained by having regard to the market value of comparable land in the same neighbourhood, as established by *bona fide* sales in the open market. Sale values often inconsistent.

In law, the term "market value" means the price which a prudent buyer would be willing to give to induce a not unwilling seller to part with his land. In practice, however, buyers and sellers are actuated by motives which vary considerably. Consequently, the results of sales of comparable land are often inconsistent each to each.

**347.** Broadly speaking, it may be said that the market value of land falls into three main categories, namely:— Three categories of sales.

- (i.) The purchase price bid at auction when several persons compete, the one against the other, some of whom may have a compelling motive, such as the owner of the adjoining land wishing to extend his area;



(ii.) The purchase price reached by private negotiation with an owner who, after publicly offering the land for sale, is prepared to wait until such time as a purchaser arrives willing to pay what the owner regards as an adequate price;

(iii.) The purchase price reached by private negotiation when the owner of the land for sale is willing to take any offer which would seem reasonable to a prudent and experienced person.

The price arrived at in categories (i.) and (ii.) above may be described as a full or high market value; that in category (iii.) as a reasonable or moderate value, i.e. the price at which the land is readily saleable without any prolonged waiting. The value in category (iii.), and not those in categories (i.) and (ii.), should be the guide in all revenue valuations.

Sale values  
applied with  
great  
caution.

**348.** In Queensland, sale values have been applied with great caution. It has been held by the Land Court that unless sales are numerous they do not correctly establish the amount which a person, not subject to some element of compulsion, would be willing to give. The price paid when the supply of properties is unequal to the demand does not constitute a fair economic value applicable to the whole industry.

Again, sales with some compelling motive, such as the purchase of adjoining holdings to extend family aggregations and keep the family together, are discarded as a guide. Still further, it has been held that in ascertaining unimproved values from the improved sale prices, deductions must be made to cover not only the replacement value of improvements, less depreciation, and the time and risk taken in making them, but also a reasonable profit must be allowed the owner for the sale of his property as a going concern.

#### MODERATION OF CROWN LAND RENTS.

Rents have  
been based  
on half  
sale values.

**349.** In the result, during recent years sheep grazing rents have been determined at about one-half of the unimproved leasehold values as shown by sales. This has been done to make certain that a sufficient margin would be left in the hands of the lessee to meet all the eventualities which might lie ahead.

Highest  
sheep rents  
in State.

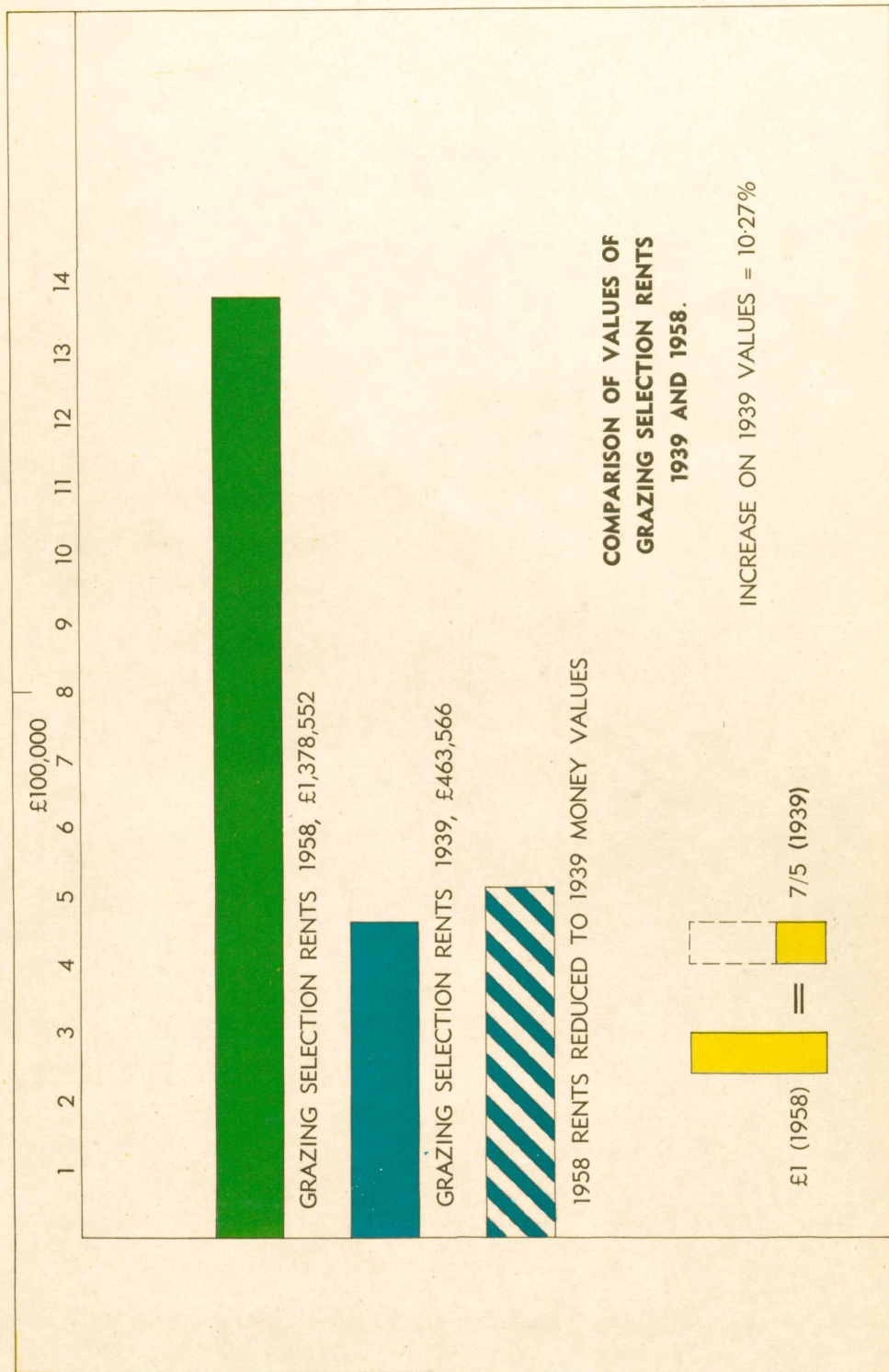
**350.** In Southern Queensland, the highest annual rent being paid in the Cunnamulla District is 42 pence per sheep; in the St. George District, 45 pence per sheep; and at Goondiwindi, 50 pence per sheep. This means that the highest sheep rents in the State range from 4½d. to 5½d. per pound of wool. The average sheep rent would be from 2½d. to 3d. per pound of wool.

Rents  
adjusted  
according  
to districts.

**351.** Rental standards, of course, are by no means uniform throughout the State. They vary from district to district and from holding to holding, according to circumstances. Away from the more favoured sheep areas of Southern Queensland, and more particularly in the north west, rental standards have to be adjusted to meet the prevailing conditions. In the north west rents must be much lower than in Southern Queensland, because of the lighter wool clip, the poorer lambings, distance from markets, and the greater vulnerability to drought.



# GRAZING SELECTION RENTS, 1939—1958.



**352.** The accompanying graph sets out the position regarding rents more clearly than words can do. Notwithstanding the great progress of the State, the huge expenditure on public works everywhere, and the fortunes many graziers have been able to make during the wool boom years, Crown land rents over the past 20 years have increased in real money values by only 10·27 per cent.

Graph illustrating rents.

**353.** It is well to remember also that rents are one of the many deductions which are made from gross income before net or taxable income is arrived at. Thus, the lower the rent, the higher the tax.

Graziers' rents are subsidised by the community.

If a grazier pays, say, 12s. 6d. in the £1 income tax, he is recouped 12s. 6d. in the £1 on his Crown land rent. In other words, his rent payments are subsidised by the community to the extent of 12s. 6d. in the £1.

**354.** The position has now been reached that rates payable to the Local Authority are often higher than the rents payable to the Crown for the land which is the foundation of the whole industry. Cases have been placed before the Commission in which rates during the last few years have been multiplied by five and now far exceed the Crown rent. This surely is anomalous. Yet one hears protests about rents, but few about rates levied by Shire Councils of which graziers are the controlling members.

Rates sometimes higher than rents.

**355.** When the State levied its own income tax, perhaps it did not matter much if Crown rents were unduly low; any revenue lost in rents was gained in income tax.

State must receive fair revenue from its lands.

But the State no longer collects its own income taxation. This is collected by the Commonwealth Government and part only is handed back to the State, in association with the other States. This is another and compelling reason why the State should directly receive a fair revenue from its own lands.

**356.** At Cunnamulla in April last, the highest rent determined by the Land Court on Grazing Selections was 10½d. per acre in respect of a good sheep selection at Wyandra of an area of 15,310 acres, well watered, suitable for breeding, and with a carrying capacity of one sheep to four acres. Calculating the rent of a Grazing Selection at 4 per cent. of its unimproved capital value, an unimproved leasehold value of about 22s. per acre is arrived at for this selection. Yet, within a few months of this rental determination the selection was sold, unstocked, for £66,981, of which £63,819 was allocated as the value of the unimproved leasehold. This unimproved leasehold value equals £4 3s. 4d. per acre. Thus the incoming purchaser paid to the seller in advance 95 years' rent to occupy the land; and this in the middle of a drought and with wool prices at their lowest level for years. Notwithstanding this, it is said by some that the rent of 10½d. per acre is too high. Could anything be more foolish and unreasonable.

Recent rent determination contrasted with recent sale price.



## SOME GRAZIERS' PSYCHOLOGICAL APPROACH.

The attitude of some graziers incomprehensible.

**357.** How a grazier can pay to another grazier 60 years' rent or more in advance for the "goodwill" of his lease, and then object to pay the Crown a single year's rent for each year of occupancy, is something which surpasses all comprehension.

Objection to pay moderate rent could lead to control of sale prices.

**358.** Graziers who are reluctant to pay a moderate rent to the Crown but who wish to obtain the highest price when they themselves sell out, regardless of the economic future of the purchaser, are making out a strong case for the imposition of official price controls regulating the sale prices of leasehold properties.

Elsewhere in Australia such controls exist to prevent the exploitation of the buyer. Freedom of contract is such a valuable thing that it would be a pity to have such controls introduced into Queensland.

Unreasonable graziers are audible.

**359.** In fairness it must be said that the majority of graziers adopt a reasonable attitude towards rent. But there are some who are quite unreasonable. A few seem to have developed an obsession about rents, and, unfortunately for the good name of graziers in general, these few are often audible.

Opposition to rent largely psychological.

**360.** The reason for not wanting to pay a fair rental seems to be psychological and not economic; the weaknesses of human nature also intrude.

A man is lessee of a large sheep station. He is master of all he surveys. He directs and controls most things associated with his activities and it is easy for him, if he is not a well-balanced citizen, to develop a state of mind that he should control everything.

The idea of being a leaseholder and not the actual owner of the land is objectionable to him. The payment of any rent is obnoxious. Such graziers, if they occupied country worth 12d. per acre per annum, would object to paying 1d. per acre in rent.

Ill-considered criticism could effect Crown officers.

**361.** Repeatedly throughout this Report, the need for moderation in rents is stressed as a matter of land statesmanship. Graziers must be allowed ample margins because of the risks and uncertainties of their industry. But, when moderation is shown and is neither recognised nor appreciated, it may become more difficult for Crown officers to live up to that standard of fairness which should be inherent in their work.

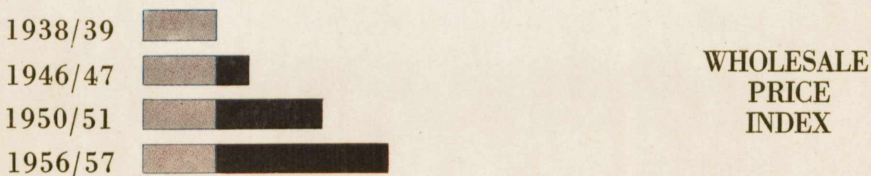
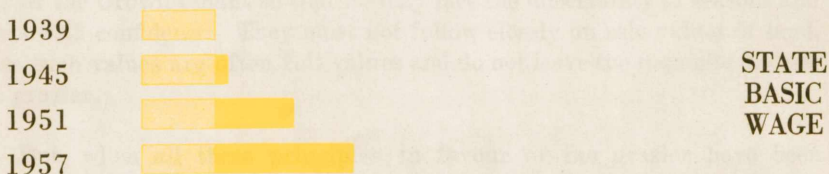
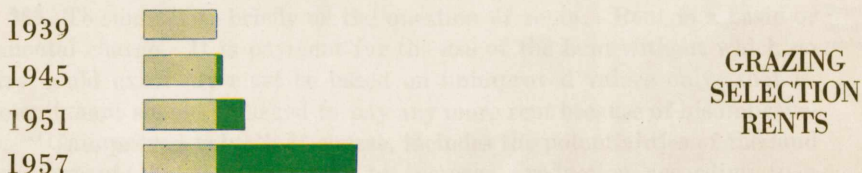
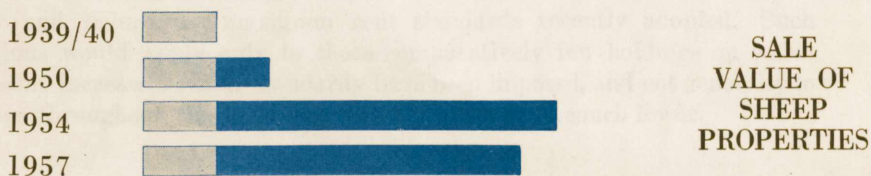
## NEW RENTAL STANDARDS SHOULD NOT BE INCREASED.

Unfortunate action on Fernlee.

**362.** The recent attempt by the Administration to place a rent of 12½d. per acre on the best of the Fernlee grazing blocks, situated 90 miles from Dirranbandi, was disturbing. It indicated a desire to drive for high rents. Subsequently, before the land was balloted for in October last the rent was reduced to 8½d. per acre. This rent is quite sufficient.

# GRAPH SHOWING PERCENTAGE INCREASES FROM 1939 TO 1957/58.

0 100% 200% 300% 400% 500% 600%





**363.** The present new standards of rents are sufficiently high. Large numbers of Grazing Selections have yet to be raised to these standards; so there will be an increase in Crown revenue, merely taking up the back lag, for some years to come.

No increase  
on present  
rent  
standards  
warranted.

Rents higher than those of the present new standards should not be sought unless or until wool averages a price of from 65d. to 70d. per pound. Should it so happen that wool prices continue on the present low level of less than 50d. per pound, or should they drop lower, it may become necessary to review the top rents now being paid. Conversely, if and when wool averages 65d. to 70d. per pound or more, rents may be allowed to creep upwards.

**364.** Expressing the matter in another way, the highest rents now being paid for sheep country, as set out in paragraph 350, are perfectly fair on a basis of greasy wool averaging about 55d. per lb. Should this average price not be reached or sustained as time goes on, it will doubtless be deemed advisable to review and reduce the maximum rent standards recently adopted. Such reductions would apply only to those comparatively few holdings on which the recent increased rental standards have been imposed, and not generally to holdings throughout the State which are paying rents much lower.

Highest  
rents fair  
on basis of  
55d. per lb.  
for wool.

**365.** Cattle rents have not been discussed because at present they are not an issue.

Cattle  
rents not  
discussed.

**366.** To summarise briefly on the question of rents: Rent is a basic or fundamental charge. It is payment for the use of the land without which no industry could exist. It must be based on unimproved values only; that is, no Crown tenant should be asked to pay any more rent because of his improvements. "Unimproved value", of course, includes the potentialities of the land for development; that is, its capacity to increase production according to a smaller or greater expenditure on improvements.

Brief  
summary on  
rents.

Crown land rents must be moderate. They must leave a wide margin in favour of the Crown tenant so that he may face the uncertainty of seasons and markets with confidence. They must not follow closely on sale values of land, because such values are often full values and do not leave the requisite margin to the grazier.

But, when all these principles in favour of the grazier have been correctly applied, the lessee who continues to grumble about his rent brands himself as a selfish person who wishes to impose himself on the generosity of the community.



## PART XVIII.

## UNNECESSARY DUPLICATION OF CROWN VALUATIONS.

A Gilbertian situation.

**367.** A Gilbertian situation has arisen and is rapidly extending in Queensland in the unnecessary duplication and differentiation of valuations of Crown leasehold lands—one for Crown rental purposes and the other for rating and other purposes. It is desirable that attention be drawn to it before public administration of these matters is brought into general disrepute.

Establishment of Valuer-General's Department.

**368.** The Valuer-General's Department was established in 1945, in terms of "*The Valuation of Land Act of 1944.*" Its function was to determine the value of land for rating and land tax purposes and, as might be required, for other State departments.

Legislation moulded on New South Wales Act.

**369.** The legislation establishing the new department was moulded on that of New South Wales where a Valuer-General had been operating for many years. But in framing the legislation it would seem that little, if any, consideration was given to the essential differences between the two States in the matter of land alienation and administration.

Essential differences between New South Wales and Queensland.

**370.** New South Wales has had a 50 years' start on Queensland, and consequently is more developed and closer settled. For the purposes of land administration it is divided into three divisions—eastern, central, and western. Any land tenures which exist in the eastern and central divisions are under the administration of the Lands Department; the western division, comprising 80,319,000 acres is administered by the Western Lands Commissioner.

The Western Lands Commissioner is his own valuing authority and until recently there were no Shire Councils operating in this area.

Overall jurisdiction of Queensland's Lands Department.

**371.** Queensland has 92 per cent. of Crown lands, the bulk of which are held under the different kinds of leasehold tenure administered and valued by the Department of Public Lands. In establishing the Department of the Valuer-General the need for co-ordinating valuations between the Lands Department and the Valuer-General's Department was either overlooked or disregarded.

## ILLUSTRATIONS OF CONFLICTING VALUATIONS.

Valuations are not facts, but opinions.

**372.** A valuation expresses the opinion of the valuer. This opinion is based on the ascertained facts relating to the market value of comparable land, but the final result is an opinion only. It may be a correct deduction from the ascertained facts, or it may not. Often a valuation reflects the general outlook of the valuer—he is a high, or moderate, or low valuer.

Correct consideration of data essential.

**373.** When the valuer's opinion has been expressed and officially confirmed, it is regarded as a fact. However, it is not a fact; it is someone's opinion. Thus it is important that all data should be correctly considered in arriving at such opinion.



**374.** Now that the work of the Valuer-General's Department is extending beyond the cities and towns, and is embracing agricultural and grazing land, some marked differences between the official valuations of the Lands Department and the Valuer-General's Department have been disclosed. Sometimes the valuation of one department is higher than that of the other, and sometimes the reverse. This is because the method of approach in considering the available data is different. Crown values made by different departments differ considerably.

**375.** Completely uniform valuations may not be possible because of the different dates from which the valuations take effect. A leasehold may be valued by the Lands Department for rental purposes as from 1st January, 1950, and the valuation for rating purposes may be a few years later. In consequence, the valuations may be different. But an effort should be made to co-ordinate valuations by using similar bases of valuation and valuation principles. Dates of valuations sometimes affect matter.

**376.** Even when the dates of valuation are approximately the same, some marked differences occur. The cases set out in the following Schedule came under notice without any attempt to search for glaring cases. They are cases where the Valuer-General's valuations are much lower than the determination of the Land Court. Illustrations of different valuations.

SCHEDULE OF CONFLICTING VALUATIONS.

District.	Area.	Capital Value.			
		Valuer-General.		Land Court Determination.	
		Per Acre.	As From—	Per Acre.	As From—
	A. R. P.	s. d.		s. d.	
Toowoomba .. ..	939 0 0	37 6	30-6-56	50 0	1-7-57
Toowoomba .. ..	1,208 2 0	37 6	30-6-56	47 6	1-1-57
Nanango .. ..	1,276 1 19	13 7	30-6-57	25 0	1-4-54
Nanango .. ..	2,520 1 0	15 3	30-6-57	27 6	1-4-55
Gladstone .. ..	812 0 0	22 0	30-6-54	32 6	1-4-51
Gladstone .. ..	949 1 0	8 0	30-6-57	22 6	1-4-51
Maryborough .. ..	730 1 0	13 11	30-6-54	25 0	1-7-57
Town of Monto (allotment 1 of section 2)	0 0 39.7	£ 835	30-6-58	£ 1,675	1-4-58

#### CO-ORDINATION OF VALUATIONS NEEDED.

**377.** For the Crown to create a department charged with the establishment and control of Crown tenures and with valuing them for Crown revenue purposes, and then to set up another department, acting quite independently, to value the same leaseholds for rating purposes for Local Authorities, is about the most unscientific and wasteful organisation that could be conceived. Wasteful organisation.

**378.** Not only has the State created overlapping jurisdictions between the Lands Department and the Valuer-General's Department, but the judicial overlapping is worse still. The Magistrates, the Land Court and the Supreme Court are each invested with jurisdiction in regard to either the same or comparable land. Overlapping jurisdiction.



Idiosyncrasies  
of  
officialism.

**379.** Whatever may be said, and no matter by whom, the present set-up is wrong and indefensible. It is not creditable to anyone. It does not serve the people. It serves only the idiosyncrasies of officialism and should be ended as soon as possible.

Obvious  
remedy.

**380.** The remedy is obvious and simple. It is to co-ordinate valuation systems between the Lands Department and the Valuer-General's Department and make the Land Court the one tribunal for hearing appeals. In that way uniformity and expedition will be achieved.

Such a reform should be welcomed by all officials who are actuated by any regard for public service.

Conferences  
could be  
held.

**381.** Co-ordination could be achieved by the holding of conferences. It is essential that all valuers approach the examination of valuation data from the same angle. The records and data of one department should be available to the other. The need for moderation in revenue valuations should constantly be kept in mind, and revenue valuations should not be confused with compensation values, or the highest possible values which fortuitous sales might bring.

#### SAME VALUERS CAN SERVE TWO DEPARTMENTS.

Valuers  
should serve  
both  
departments.

**382.** In country districts where most of the lands are administered by the Lands Department, there should not be two sets of valuers following one another around. The Crown Valuer is a public servant. He can serve both the Lands Department and the Valuer General's Department, in the same way as some Clerks of Petty Sessions, who are officials of the Justice Department, serve the Lands Department as land agents. This would dispense with the duplication of offices, the duplication of travelling, the duplication of records, and the like.

Actually, the reform would be in the interests of the officers concerned. They would have a wider training and outlook and would be eligible for advancement in either department.

In grazing  
districts  
Land  
Commissioners  
should be  
District  
Valuers.

**383.** In country districts, and more especially in grazing districts, the District Land Commissioner could become the District Valuer. There can be no justification, in districts where leasehold tenures predominate, for having both a District Land Commissioner and a District Valuer.

The Government Service is all one. The principle of "watertight compartments" in the Service can be overdone to the detriment of the people.

Freehold  
basis  
absurd on  
certain  
leaseholds.

**384.** The Valuation of Land Act requires the Valuer-General to value all Crown leaseholds as if the land were held in fee simple. This is quite impracticable in the case of far western leaseholds. It is merely playing "make-believe". No Freehold land may exist within 100 miles of the leasehold land being valued, and the only basis of valuation available is the market value of the leasehold and the rental value of the land.



**385.** In these cases consideration might well be given to arriving at a <sup>Rental value a better basis.</sup> ratable (or fee simple) value of these leaseholds by multiplying the annual rent by, say, 25—that is, the annual rent could be regarded as 4 per cent. of the freehold value.

As these rents are re-assessed from time to time, and as no quit-rents now operate in Queensland, the adoption of the rental value as a basis for rating far western leaseholds should be as safe and equitable a method as could be devised.

**386.** When the Executive Building was completed in 1905 it was <sup>Lands Department and Valuer-General's Department should be in close proximity.</sup> intended to house the Lands and Survey Departments only. The letters L and S are encrolled on the iron entrance gates. In fact, in its early days the building was called the "Land Office."

As the building is a beautiful structure, other departments crowded in, and the Lands and Survey Departments are now cramped into part of the building. Eventually, when other accommodation becomes available, the departments not associated with land work should be moved out, and the Valuer-General's Department should be moved in. The two departments could then work along in mutual co-operation and helpfulness; all plans and records would be readily accessible; and valuation work generally would be facilitated.

#### RECOMMENDATIONS IN REGARD TO OFFICIAL VALUES.

**387.** After full consideration, it is recommended that:

- (i.) Co-ordination of valuations be achieved between the Lands Department and the Valuer-General's Department so that Crown tenants may not be subjected to the irritating and absurd position of receiving entirely different valuations from official sources.
- (ii.) Overlapping valuations in respect of the same land and duplication of work be eliminated.
- (iii.) The District Land Commissioner become the District Valuer in grazing districts, as distinct from closer settlement districts.
- (iv.) In grazing districts, as and when he may be required so to do, the valuer for the Valuer-General serve the Lands Department also.
- (v.) Consideration be given to abolishing the fee simple basis in far western districts, and that ratable values be arrived at by regarding the annual rent as 4 per cent. of the capital value; that is, by multiplying the annual rent by twenty-five.
- (vi.) Conferences be held between valuers of the Lands Department and the Valuer-General's Department to co-ordinate methods of valuation.
- (vii.) Eventually, the two departments be housed in close proximity to one another, to assist in the interchange of records, plans, &c.
- (viii.) All valuation appeals, without limit as to amount, be vested in the Land Court.

With a will to do these things, they easily can be done.

Recommendations for uniform valuations.



## PART XIX.

## ADMINISTRATIVE AND JUDICIAL REFORMS.

How are  
reforms to  
be adminis-  
tered.

**388.** The question now arises as to how the reforms recommended in this Report are to be administered. This is a matter to which the Government will need to give deep consideration.

## ESTABLISHMENT OF LAND ADMINISTRATION BOARD.

Department  
now  
controlled  
by Land  
Administra-  
tion Board.

**389.** Subject to the Minister, the Department of Public Lands is now controlled by the Land Administration Board of three members. This was an entirely new system of administration introduced in 1928 on the recommendation of the Land Advisory Board of 1927 (Payne, Davies, and Kingston). The innovation was needed in order to overcome the many deficiencies which had arisen in the administration of the Lands Department. These deficiencies had been brought to light mainly by the 1926-1928 drought.

Reasons for  
establish-  
ment of  
Land  
Administra-  
tion Board.

**390.** In recommending the constitution of the Land Administration Board, the Land Advisory Board of 1927 had this to say:—

“The pivot of the new system is a central body or Land Administrative Board, linking up the various land administrative systems already in existence, securing co-ordination of work, eliminating sectional friction, and possessing the necessary experience and vision not only to give effect to what is now immediately necessary, but to advise future Governments authoritatively on all those questions of economics, development, and administration on which the progress of the grazing and other primary industries depends . . .

In the administration of Government Departments, the Government of the day must stand supreme. Complete control cannot be handed over to Boards or Commissions, no matter how they may be constituted, or how efficient they may be. The Executive Government must remain in control and possess the power of initiating, guiding, or vetoing the acts of their officials. This is an axiom of constitutional government.

But between Government control of questions of policy and ministerial control of detailed items of business or expert management there is a wide and fundamental difference. The one is constitutionally necessary, the other is not.

What the Lands Department needs is the creation of a Body invested by law with the power of making recommendations to the Minister on administrative questions.

Instead of all power being vested solely in the political head of the Department as at present, we think that, on important questions, he should act on the advice or recommendations of an authoritative Board. It seems essential that some authority, disassociated from politics or political parties, should be required to shoulder responsibility for the soundness of departmental actions, particularly as such actions affect the foremost industries of the State in which immense capital is invested, and from which great revenue flows.”

The Prickly  
Pear Land  
Commission.

**391.** At that time there was another land authority in existence—the Prickly Pear Land Commission. This Commission of three members had been appointed by the Theodore Government in 1924. It was charged with the administration of all pear-infested lands and lands within the region of infestation. The total area in Queensland placed under its jurisdiction was approximately 65,000,000 acres.

The Prickly Pear Land Commission was an energetic body and a few years after its appointment it became clear that the menace of prickly pear would successfully be overcome.



**392.** The McCormack Government decided to link the Prickly Pear Land Commission and the Lands Department. The first Land Administration Board was appointed in February 1928. It consisted of the Chairman (W. L. Payne), then a member of the Land Court and Chairman of the Prickly Pear Land Commission, another member of the Pear Commission (F. D. Power) and the then Under Secretary for Lands (A. G. Melville). The youngest of the three members was the Chairman, who was then 37 years of age. In effect, the Prickly Pear Land Commission, subject to the Minister, took over control of the Lands Department.

Constitution  
of first  
Land  
Administra-  
tion Board.

The Board's immediate function was to give effect to the many and varied recommendations of the Land Advisory Board designed to rehabilitate land settlement and the rural industries.

**393.** When the Land Administration Board was constituted in 1928 for the purpose of linking up the various land administrative systems already in existence, incorporating wider knowledge, understanding and experience, and adapting the administration more readily to the wants and requirements of land settlement from time to time, it was not known that a time of crisis, which would subject the new administrative machinery to as severe a test as could possibly be applied, lay immediately ahead. Yet so it proved to be.

A time of  
crisis.

#### WORK OF FIRST LAND ADMINISTRATION BOARD.

**394.** The Land Administration Board got to work. It was immediately successful in gaining public confidence. Its members worked in harmony and mutual trust, and in its early years herculean efforts were made to serve the rural industries.

Successful  
administra-  
tion.

Measures for the relief of the cattle industry and the sheep industry were administered; thousands of recommendations were submitted to the Government and nearly all were approved and acted upon. Practically all grazing land tenures throughout the State had their terms, conditions and rents reviewed. Expiring leases of Grazing Selections were renewed; Pastoral Development Leases were originated; Stud Leases were granted for sheep and cattle studs; and additional areas were added to small holdings. Resumptions when due, were made from Pastoral Holdings and lands were submitted to competition amongst financial applicants who were able to finance and stock them. In short, everything reasonably possible was done, within Government policy, to assist landholders and to maintain and augment production.

**395.** The Moore Government, which took office in 1929 when the world-wide depression was developing, authorised the continuance and extension of this work.

Moore  
Government  
continues  
work—  
many  
investiga-  
tions made.

A number of investigational inquiries by the Land Administration Board was authorised and the recommendations were given effect to by legislation. Altogether, from 1929 to 1933 as many as 11 special reports, for the readjustment of existing settlements on economic lines and laying down development plans for the future, were tabled in the Queensland Parliament, and about 95 per cent. of the recommendations contained therein were adopted and given effect to. It was, in truth, a period of extensive readjustments and far-reaching development plans.



Land  
Administra-  
tion Board's  
jurisdiction  
extended.

**396.** So successful was the first Land Administration Board that successive governments extended its jurisdiction beyond Crown lands administration. It became the Irrigation Commission of Queensland and later the Forestry Board.

As Irrigation Commission, its main achievement was to rehabilitate and extend the Theodore irrigation settlement, and the Dawson Valley is now one of the most progressive regions in Queensland.

In its forestry jurisdiction it co-ordinated the activities of the Lands and Forestry administrations, which had developed a tendency to drift apart.

Personnel  
changed  
from time  
to time.

**397.** F. D. Power died in October, 1930; W. L. Payne left the position of Chairman of the Land Administration Board in 1938 to become the first President of the Land Court; and from time to time the Land Administration Board has been reconstituted. It was, perhaps, inevitable that with reconstruction from time to time it ceased to have that cohesion and command of public confidence which the first Land Administration Board enjoyed.

#### RECONSTITUTION OF LAND ADMINISTRATION BOARD RECOMMENDED.

New system  
of control  
needed.

**398.** This system of administration has now been in force for 31 years. The impetus given by the first Land Administration Board has enabled it to carry on. There are now many indications that a reconstitution of the system of administration is desirable, and should be effected whenever it can be done without detriment to the public officers at present constituting the Land Administration Board. An organisation will be needed that can carry out the many new administrative reforms required.

Chief  
Commissioner of  
Lands.

**399.** Queensland is organised into land districts, one or more of which is controlled by a District Land Commissioner who is in charge of all district office land administration. The logical culmination of such a system would be for the Permanent Head of the Lands Department to be designated "Chief Commissioner of Lands". He should be of such an age as to have years of service ahead of him.

Land  
Administra-  
tion  
Commission.

**400.** The Chief Commissioner of Lands should be assisted by two State Commissioners of Lands, each with State-wide jurisdiction. Sitting together these officials would constitute a "Land Administration Commission."

The Chief Commissioner of Lands should be a big-minded administrator or "land statesman", with a judicial mind and practical outlook; another State Commissioner should be an experienced field officer; and the third a competent technical administrator.

The work of administration should be divided among these three officials, each being charged with the supervision of specific sections of the Department's work. Sitting together as a "Land Administration Commission", they should consider the more difficult problems and make recommendations thereon to the Minister.

The Chief Commissioner of Lands should energetically lead his Department and, apart from knowledge of land administration, his main qualifications should be courage, bigness of mind, initiative, balance, and drive.



401. The Land Administration Commission, or the members thereof, should from time to time conduct any land inquiries which may be needed, analogous to the present inquiry entrusted to me. Many such investigations were most successfully carried out by the first Land Administration Board. Whenever it becomes apparent in any new settlement that difficulties are likely to arise, an inquiry should be held and the difficulties be straightened out.

Conduct of  
land  
inquiries  
from time  
to time.

402. So important is land administration to the community that in the filling of these posts the best administrators in the State should be selected, whether or not they are serving in the Department of Public Lands at the time.

Best men  
should be  
chosen.

403. If new and far-reaching policies are to be initiated and administered, public confidence will only be won by a newly constituted system of dynamic administration.

New  
controlling  
machinery  
essential.

### JUDICIAL REFORMS.

404. The Minister is the statutory head of the Lands Department. In reaching his decisions he is advised by his officers. If the advice is wrong he is placed in a difficult and embarrassing position.

Judicial  
arbitrator  
suggested.

Until confidence has been re-established in the permanent land administration of the State and numerous decisions have been made which would have the effect of stabilising the administration, it may be found advisable, as a temporary measure likely to assist stabilisation, to invest the Minister with authority to refer the more difficult and disputed matters to a Judicial Arbitrator who would arbitrate between Crown officers and Crown tenants and recommend to the Minister the best action to be taken.

It should be sufficient to give the Judicial Arbitrator the power of recommendation only, and not the power of decision, as it is desirable to observe the distinction between administrative matters, in which the executive Government is in control, and judicial matters which are controlled by the courts.

405. The Land Court is Queensland's Judicial Land Authority. It consists of three persons—a President and two members—appointed by the Governor-in-Council by commission under his hand and the Great Seal of the State.

Constitution  
of Land  
Court.

Within its particular domain, it exercises independent judicial jurisdiction similar to that exercised by Judges of the Supreme Court. It is invested with jurisdiction on numerous questions directly or indirectly relating to land, under 15 different statutes.

406. The Land Court was created to hold the balance of justice impartially between the Crown and landholders. So much capital was invested in the lands of the State and so important were the land industries to the community, that an independent tribunal was needed to determine contested issues between the Crown and its tenants. These were mainly assessments of rent and valuations of improvements.

Court a  
protection  
to capital  
investment.



Present  
wide  
jurisdiction  
of the  
Court.

**407.** But from time to time the jurisdiction of the Land Court has been extended and now embraces most judicial questions affecting land (whether Crown tenures or not), such as compensation for resumptions of Freeholds by any Crown or public authority anywhere in Queensland, land tax appeals, Crown land rents, valuation of improvements, approval of applications for selections, appeals from decisions of Land Commissioners, proceedings with respect to forfeiture, disputes as to boundaries of holdings, certificates for permission to transfer in special cases, permission for mortgagees to remain in possession, and the like.

A busy  
tribunal.

**408.** The Land Court is a busy tribunal. Apart from extensive chamber jurisdiction, it is not unusual to hear in Court three thousand or more cases per annum. Some of these matters are small and can be disposed of quickly; other hearings occupy several days.

Unlimited  
jurisdiction  
of Land  
Court.

**409.** There is no financial limit to the jurisdiction of the Land Court. Many matters heard and determined involve very large sums, much larger than is usual in Supreme Court jurisdiction. At present a compensation claim against the Crown for £1½ million, in connection with the projected North Brisbane-South Brisbane cross-river railway, is awaiting hearing. When the parties are ready to proceed the matter will be heard and determined.

#### RECOMMENDATIONS REGARDING LAND COURT.

Difficulties  
ahead.

**410.** Queensland is about to face some difficulties with its Land Court. All three members of the Court will retire in quick succession within less than two years. Competent replacements will need to be found. Now is the time to plan the action that should be taken.

Strengthen-  
ing the  
Land Court.

**411.** The recommendations which follow are intended to give a guide to what action might be taken to strengthen the Land Court and retain it as an effective Land Judicial Authority.

New  
President  
should have  
Supreme  
Court status.

**412.** When the present President retires, consideration might be given to appointing another member of the legal profession to the office. If that be done, it is suggested that he be given the status of a Supreme Court Judge, thus making it possible to obtain the services of the best man available. In New South Wales the Land Valuation Judges have this status. The other members of the Court may be lay members as at present.

Land Court  
should be  
sole Land  
Judicial  
Authority.

**413.** All judicial land hearings throughout the State, of whatever kind, should be vested in the Land Court. The absurd position at present prevailing of some valuation appeals from the Valuer-General going to Magistrates and some to the Supreme Court, should be ended. The Supreme Court should be relieved of all State land valuation matters; all should go to the Land Court.

Central  
Sugar Cane  
Prices Board  
jurisdiction.

**414.** As time goes on, if and when the Supreme Court Judges wish to divest themselves of their jurisdiction in relation to the Central Sugar Cane Prices Board, this jurisdiction could be conferred on the new President of the Land Court. Thus would all judicial land matters be gathered together under the one head.



415. With this increase in jurisdiction, particularly that relating to appeals from the Valuer-General, an extra member of the Land Court would be required. The Court would then consist of the President and three members.

One extra  
Court  
member  
required.

416. A logical and beneficial reform would then be for the President of the Land Court to become also Judge of the Land Appeal Court. He would sit in appeal jurisdiction with the two members of the Land Court who were not parties to the decision appealed from. Only when there was an appeal from the decision of the President himself would there be any need for the presence of a Supreme Court Judge to constitute the Land Appeal Court.

President of  
Land Court  
to be also  
Judge of  
Land  
Appeal  
Court.

## PART XX.

### CONCLUSION.

417. The following Appendices are attached:—

List of  
Appendices.

- Appendix I. Order in Council constituting Commission and Terms of Reference.
- Appendix II. Schedule of Taxation Deductions allowable for Development.
- Appendix III. Paper on "Brigalow Country as an Asset to the State" by Dr. P. J. Skerman.
- Appendix IV. Paper on "The Potential of Improved Pastures for Brigalow Soils" by Dr. J. Griffiths Davies.
- Appendix V. Income 1934-1958 from Sheep Grazing on Brigalow Selection of 3,100 acres near Goondiwindi.
- Appendix VI. Official Committee's Report on Ringbarking as an Improvement.
- Appendix VII. Paper on Fodder Conservation on Areas of less than 20 inch Rainfall by Dr. P. J. Skerman.
- Appendix VIII. Part 1. Table of Wool Production Costs on Central Queensland Property.
- Appendix VIII. Part 2. Recent Wool Production Costs of Sheep Graziers in Northern, Central and South-western Districts.
- Appendix IX. Particulars of Sales of Grazing Properties.
- Appendix X. Queensland Wool Prices 1921-22 to December, 1958.

418. Ten volumes could be written on the problems of land settlement and the subject would not then be exhausted. The discussions in the different parts of this Report are in the nature of summarised views.

Recom-  
mendations  
not  
summarised  
reasons.

It has therefore been deemed inadvisable to summarise the recommendations contained in the Report because the need for the recommendations will be better understood if read with the reasons which compel them. The Report is divided into Parts, under appropriate headings, and with a full Table of Contents, and thus recommendations on particular subjects may readily be found.

Much detail  
omitted.

**419.** The Commission has deliberately refrained from exploring labyrinths of detail lest the complexity thus introduced might lead to confusion. It has confined itself to vital recommendations in the belief that when once these have been effected the details will drop into their proper place.

#### ACKNOWLEDGMENT OF ASSISTANCE.

Much  
assistance  
and  
co-operation.

**420.** The Commission must record the assistance and co-operation received from the United Graziers' Association; other groups interested in land development; the wool brokers of Brisbane; landholders in many different districts; and Crown officers generally, particularly of the Lands Department, Survey Department and Department of Agriculture and Stock. The Government Statistician (Mr. S. E. Solomon) very obligingly supplied all statistical information that was sought. The State Reporting Bureau was most helpful also in taking and transcribing dictated notes for the preparation of the Report, whilst the organisation of the Government Printer printed it with speed and skill.

Acknow-  
ledgment  
and thanks.

**421.** The assistance thus received is cordially acknowledged, and the Commission tenders to all mentioned a sincere expression of its appreciation and thanks.

Work of  
Secretary.

**422.** I must also record my appreciation of the keenness, energy and efficiency with which the Secretary to the Commission, Mr. D. M. White of the Land Court staff, performed all duties entrusted to him.

Some  
principles  
previously  
enunciated.

**423.** It should perhaps further be mentioned that a few of the principles enunciated in this Report have already been expressed in Judgments of the Land Court and in other documents written by me. In repeating and amplifying such thoughts no acknowledgement, of course, is necessary.

#### A PERSONAL NOTE.

Austra-  
lianism  
and  
mateship.

**424.** After much world travelling in a private capacity, I have long since reached the conclusion that Australia is the best country in which to live and that its people, if they populate the country and pull together, have the best destiny of mankind. But I never realised how all-Australian I was until the Australian, British and Malayan Governments, acting in conjunction, sent me to Malaya in 1957 as head of an International Commission to reform the land administration of the eleven States of that Federation.



Malaya, though hot and humid, is something of a paradise for the multi-racial or plural society who inhabit it, and although the work was most difficult and complex, a sojourn there for six months was not unpleasant. The Federation Government of Malaya, moreover, was most generous in its appreciation of the work that was done and in immediately implementing it. But the happiest experience of the whole adventure was the moment, on my return, when I stepped on to Australian soil and was again amongst my own people.

It was in this spirit of all-Australianism and mateship that I undertook the heavy task of this Commission, and it is my hope that the Report may be of some advantage to Queensland.

425. At the outset of this work I was told, on every hand, how "impossible" was the task assigned to me; how foolish I was to accept it; how no-one would be satisfied with the result; what courage the task needed; and so forth. "Impossibility" exists only in the imagination.

I had, however, heard all this before when attempting anything new, such as the "impossible" task of the Prickly Pear Land Commission in 1924; the "impossibility" of establishing an effective Land Administration Board in 1928, revitalizing the Lands Department and reviewing all tenures in pastoral Queensland; the "impossibility" of adjusting land settlements that were languishing to enable them to forge ahead to success; the "impossibility" in 1937, with Mr. J. W. Fletcher as a colleague, of correctly advising the Australian Government regarding the Northern Territory; the "impossibility" of keeping the work of the Land Court up to date and of giving general satisfaction to the parties subject to its jurisdiction; and more recently, the "impossibility" of my International Mission to advise on land administration in Malaya which was completed to the intense satisfaction of the Federation Government of that country. "Impossibility" exists only in the mind of those timid souls whose vision is not sufficiently wide to encompass what is required.

But when the "impossible" work has been done and the problems have been solved it is remarkable how it is all accepted as a matter of course, and how it was done ceases to be of any concern! This is a pity, as many new problems will arise in the future, and officers of the Lands Department should fit themselves for concentrated endeavour which alone enables difficulties to be overcome.

#### A STIMULUS TO ENDEAVOUR.

426. This is our Centenary year and this is the first centenary Report presented to Parliament. Something to inspire us.

The progress which Queensland has made in the first 100 years of self-government, probably surpassing anything of a like nature accomplished by other peoples, in the world outside Australia, in a similar period, should inspire us to greater efforts.

It is now our privilege to carry this work further.

The  
pioneers'  
cairn of  
achievement.

**427.** The pioneers who developed Queensland were practical optimists. They were dreamers whose dreams came true because they worked towards their fulfilment. Undaunted by difficulties and hardships, they held on a persistent and steady course, quietly but firmly optimistic of the future; and they bred in their sons and daughters those qualities of initiative, resource and self-reliance which have become characteristics of the Australian people.

These early citizens did great work for their country and for those who followed them. On the foundations they laid we have built. Our fine cities and towns, our harbours and network of railways, our roads, our systems of government and education are but evolutionary consequences of the efforts of those who laid the foundations so truly and well. The names of hundreds of thousands of these citizens will never be remembered, but what matters that, so long as their cairn of achievement was built.

A stimulus  
to  
endeavour.

**428.** The story of the past gives great hope for the future. What inspired our Australian pioneers should set the pulses of the present generation beating. What stimulated and encouraged them to carry on should make us strive so that the efforts of our own generation in the progressive development of Queensland may surpass all that has gone before.

It is true that we shall never develop Queensland as much or as quickly as we would wish. That is a summit of achievement that will ever elude our grasp. There will never be any final solution of land problems owing to the evolution of science and the progress of mankind. Each reform will merely help us onward. But we can be stimulated by knowing that every step forward brings us nearer the goal and that "the true success is to labour".

W. L. PAYNE.

Brisbane, 24th February, 1959.



## APPENDIX I.

## APPOINTMENT OF COMMISSION AND TERMS OF REFERENCE.

## ORDER IN COUNCIL.

At the Executive Buildings, Brisbane, the fourth day of September, 1958.

Present:

The Deputy Governor, acting for and on behalf of His Excellency the Governor, in Council.

WHEREAS by reason of contentious questions affecting land administration and in particular new land subdivisions and living areas it is desirable that the Government should obtain the best independent advice available.

And whereas the President of the Land Court, William Labatt Payne, Esq., O.B.E., Barrister-at-Law, by reason of his knowledge and long and varied experience, both in and out of Queensland, of matters pertaining to land administration, and his judicial and administrative record in relation thereto, is recognised as the most competent, experienced and impartial authority upon matters affecting land administration in Queensland, and is agreeable to act temporarily in the capacity of consultant and adviser to the Government on such matters:

And whereas it is in the public interest that the said William Labatt Payne be appointed to exercise the powers and authorities set out herein and that for the purpose of enabling him to do so he be temporarily relieved of the duties of President of the Land Court: Now, therefore, the Deputy Governor, acting for and on behalf of His Excellency the Governor, by and with the advice of the Executive Council, doth hereby order—

1. The said William Labatt Payne shall make careful inquiry into the matter of what areas of land are living areas respectively within the several Pastoral Districts of the State.

2. The said William Labatt Payne shall, upon completion of his inquiries, make faithful reports to Parliament touching the matters specified in paragraph 1 hereof.

3. The said William Labatt Payne shall act as consultant and adviser to the Government with respect to all such matters pertaining to land administration as the Minister refers to him and may for the purposes of this paragraph make such inquiries as he deems necessary.

4. The said William Labatt Payne shall make a faithful report and recommendation to the Minister touching any and every matter referred to him pursuant to paragraph 3 hereof.

5. The provisions of "*The Commissions of Inquiry Acts, 1950 to 1954*," save the provisions thereof which are thereby expressed to be limited in their application to a Judge of the Supreme Court, shall apply for the purpose of any and every inquiry referred to in paragraphs 1 and 3 hereof.

6. The said William Labatt Payne shall be and is hereby temporarily relieved of the duties of President of the Land Court while he continues in the performance of the powers and duties conferred and imposed upon him hereby, and on his ceasing to perform such powers and duties shall resume his office of President of the Land Court.

Provided that whilst he performs the powers and duties hereby conferred he shall continue to receive the salary payable for the time being in respect of the office of the President of the Land Court.

And the Honourable the Minister for Public Lands and Irrigation is to give the necessary directions herein accordingly.

R. B. McALLISTER, Clerk of the Council.

Gov. Gaz., 6th September, 1958, page 5.

## ADDITIONAL MATTERS REFERRED FOR INQUIRY.

In terms of paragraph 3 of the Order in Council the Minister has referred the following matters for inquiry:—

- I. The principles which should be applied in the valuation and rental assessment of Crown Land tenures so that all Crown tenants may receive fair and equitable treatment.
- II. Whether any adjustments in the rents charged, or the terms on which freeholds may be obtained, are desirable or merited in the case of Jimbour, Cecil Plains and other Repurchased Estates.
- III. Whether the terms and conditions of selections in the brigalow belt need any adjustment to ensure fairness to the settlers, the speedy development and adequate production from these lands.
- IV. The compilation of such information as may readily be available as to costs of production of wool in Queensland under circumstances prevailing at present.
- V. Whether the continuance of the Additional Area policy as administered by the Department of Public Lands since 1928, is advantageous and justified in the case of grazing lands.
- VI. Whether any additional provisions are desirable in the Land Laws for the development of difficult country or lands in the remote far West.
- VII. Any administrative or judicial reforms that may be desirable to give effect to the recommendations made.

## APPENDIX II.

## SCHEDULE OF TAXATION DEDUCTIONS ALLOWABLE FOR DEVELOPMENT.

The various headings under which farmers and graziers are allowed to claim capital expenditure as a deduction, with examples of each type of expenditure, are as follows:—

1. Expenditure on the eradication and extermination of animal or vegetable pests from the land, e.g.:—

- (a) Weed-killers,
- (b) Dusts and sprays,
- (c) Rabbit fumigant and poison,
- (d) Strychnine,
- (e) Hire of machinery,
- (f) Labour, fuel or contract payments in connection with the above.

2. Expenditure on the destruction and removal of timber, scrub or undergrowth indigenous to the land, e.g.:—

- (a) Weed-killers,
- (b) Hire of machinery,
- (c) Labour, fuel or contract payments in connection with the above.

3. Expenditure on the destruction of weed or plant growth detrimental to the land, e.g.:—

- (a) Weedicide,
- (b) Hire of machinery,
- (c) Labour, fuel or contract payments in connection with the above.

4. Expenditure on the preparation of the land for agriculture and on ploughing and grassing for grazing purposes, e.g.:—

- (a) Pasture seeds, clovers, grasses, etc.,
- (b) Superphosphate and other fertilizers,
- (c) Copper sulphate and trace elements,
- (d) Hire of machinery,
- (e) Labour, fuel or contract payments in connection with the above.

5. Expenditure on the draining of swamp or low-lying lands where that operation improves the agricultural or grazing value of the land, e.g.:—

- (a) Hire of machinery,
- (b) Cost of agricultural piping, concrete works, etc.,
- (c) Labour, fuel or contract payments in connection with the above.

6. Expenditure on preventing or combating soil erosion on the land, otherwise than by the erection of fences, e.g.:—

- (a) Pasture seeds, such as Veldt Grass, and Rye Corn seeds,
- (b) Contour ploughing,
- (c) Strip cropping,
- (d) Superphosphate and other fertilizers,
- (e) Planting of wind breaks,
- (f) Hire of machinery,
- (g) Labour, fuel or contract payments in connection with the above.

7. Expenditure on the construction of dams, earth tanks, underground tanks, irrigation channels or similar structural improvements, or the sinking of bores or wells, for the purpose of conserving or conveying water for use in carrying on primary production on the land, e.g.:—

- (a) Cost of well or bore-sinking, whether successful or otherwise,
- (b) Cement,
- (c) Reinforcing rods and fabric,
- (d) Waterproofing materials,
- (e) Hire of machinery,
- (f) Labour, fuel or contract payments in connection with the above.

8. Expenditure on the construction on the land of levee banks or similar improvements having like uses, e.g.:—

- (a) Hire of mechanical aids,
- (b) Labour costs in connection with the above.

9. Expenditure on fencing: If you are carrying on farming or grazing operations in a district subject to the ravages of animal pests, you are entitled to a deduction of the amount spent in purchasing and placing in position wire or wire-netting for pest-prevention purposes, e.g.:—

- (a) Rabbit netting,
- (b) Pig wire-netting,
- (c) Marsupial and dog-proof netting,
- (d) Fencing wire,
- (e) Barbed wire,
- (f) Labour costs of placing wire in position.



## APPENDIX III.

## THE BRIGALOW COUNTRY AS AN ASSET TO THE STATE.

By Dr. P. J. SKERMAN, B.A., D.Agr.Sc., Q.D.D., Senior Lecturer in Agriculture,  
University of Queensland.

## LOCATION.

The "brigalow belt" extends some five to six hundred miles in a north-south direction in Queensland from Collinsville to the New South Wales border, and extends another two hundred miles or so southwards into New South Wales. In width the belt extends approximately two hundred miles, but scattered communities may be found outside these limits. The distribution is indicated on the accompanying map, and approximates to twenty-three million acres in area. Location shown on map.

The major portion of the brigalow country is contained within the 146th and 151st parallels of longitude, and the 21st to the 29th parallels of latitude and lies within the 20-inch and 30-inch isohyets. It is interesting to compare the map of the brigalow areas with the distribution of the prickly pear throughout the State, as mapped by the Prickly-pear Land Commission when it took office in 1924. There is a remarkable similarity, especially between the distribution of the dense brigalow scrub and dense prickly pear. Brigalow areas correspond closely with dense prickly pear.

## ELEVATION.

Topographically, the brigalow areas occur at altitudes from just above sea level to 1,500 feet with the main occurrence between 500 feet and 1,000 feet. It usually occupies the lower slopes and foothills below the open forest whereas, on relatively flat terrain such as near Warra and Tara, it is found just a few feet higher than the drainage lines occupied by box or coolibah. Elevation 500 ft. to 1,500 ft.

## GEOLOGY AND HYDROLOGY.

The relationship between the occurrence of brigalow and geology is close, and in Queensland the brigalow appears to have a close connexion with the occurrence of calcareous shales, sandstones and coal measures, and alluvia derived from them. This close association probably explains why the waters underlying most of the brigalow areas are rather deep and of very inferior quality. Occasionally, an artesian flow is obtained, but as the areas form important intake beds for the Great Artesian Basin pressures are usually insufficient to provide flowing bores. Methane or marsh gas often gives a good deal of trouble in the bores sunk into the brigalow areas. Corrosion of windmill pipes is a further hazard. Consequently, most of the water supplies are provided either by natural surface storages or by excavated tanks. The location of tanks is important as the loose self-mulching soil on some of the catchment areas reduces run-off, and on the flatter land the presence of large "melonholes" or "gilgais" may prevent all run-off except that of flood waters. Many tanks are located near harder red ridges scattered throughout the area and these give a rapid and effective run-off. Associated with calcareous shales and coal measures.  
Intake beds for Artesian basin.  
Water quality poor.  
Surface water storages common.

## CHARACTERISTICS OF THE BRIGALOW TREE.

Brigalow is one of several hundred species of *Acacia* recorded in Australia. Although the species has not been closely studied botanically, there appears to be some considerable strain variation. In scrub formation, where growing on fertile soil, the tree grows very erect to a maximum height of some sixty feet with a dense canopy of leaves at the top. In open formation, it grows into quite a shapely shady tree some twenty-five to thirty-five feet high. On poorer soils or on soils very poorly drained, a dense understorey of whipstick brigalow about ten to fifteen feet high may develop. Brigalow trees variable.

The usual method of spread is by the production of suckers growing vertically from the roots—a single tree giving rise first to a clump and the clumps merge to form a dense scrub. The production of suckers is greatly increased by the passage of fire, and many mistakes were made by the early settlers who tried to clear brigalow scrub quickly by falling and firing as soon as the fallen material was dry enough to burn. The legacy from such practices can be seen in the thousands of acres of sucker regrowth which cause so much concern to landholders at the present time. Propagates generally by suckers.  
Fire encourages suckering.

The brigalow does not develop a well-defined taproot, the usual root being a "hockey-stick" type resulting from development from suckers. Consequently the tree is generally shallow-rooted and a large proportion of the dead trees fall or can be pushed over easily five years or more after death. Brigalow is shallow-rooted.

The brigalow is not an important timber species, but is usually freely made use of for rails in stockyard construction. It does not last in the ground and is not used for fence posts. As a firewood the timber is easy to chop, burns readily to a white ash, and produces a hot fire. Timber of little permanent use.



## VEGETATION ASSOCIATIONS.

Brigalow associated with other species.

The term "brigalow belt" is used in its widest terms. Brigalow can occur as an almost pure stand in thick scrub formation, in scattered clumps in open grassland, or variously associated in scrubs with belar, wilga, box, buddah or "sandalwood," softwood scrubs, bottle-tree, limebush, tea-tree, yapunyah, yellow wood, gidyea and other less important species, including a low-growing understorey made up of currant bush, Ellangowan poison bush and other shrubs.

In Southern Queensland, the usual scrub association is brigalow-belar-wilga, brigalow-box-wilga or brigalow and softwoods. In the Goondiwindi area, a brigalow-belar-limebush association is common, with brigalow-tea-tree in the wetter areas. In the central districts extending from Kalapa westwards to Anakie and from Rolleston north to Clermont and along the Mackenzie River, a brigalow-yellow wood association is dominant with an understorey of currant bush and Ellangowan poison bush. North of Clermont towards the Suttor River a brigalow-gidyea association is found, apparently in response to a higher temperature.

## SOILS.

Grows on heavier soils.

The soils of the brigalow country are generally of a heavy nature—clay loams to heavy clays. Within this range, there is considerable variation, often associated with a change in vegetation. The belar soils are generally easier to work than the other types.

Soils of good moisture-holding capacity.

The fact that the soils are of a heavy texture implies that they have quite a good water-holding capacity, and so under cultivation using dry farming techniques they can be made to store adequate quantities of soil moisture under fallow to grow such crops as the winter cereals and the sorghums, sudan grass, and millets during the summer. Under pasture, the available soil moisture permits extended growth within the limits of climatic factors such as the occurrence of heat waves and frost.

Soil fertility generally good.

The fertility of the soils is generally good and few of the brigalow soils so far cultivated have responded markedly to fertilizer application. There is evidence, however, of some deficiency of phosphorus both in soil analyses and in blood tests conducted on cattle grazing such lands, and it is probable that, under continuous cultivation or pasture management, some superphosphate will be required.

Soils build up nitrogen under fallow.

As with most of the heavy soils of the Darling Downs, these brigalow soils under fallow are able to nitrify sufficiently to provide adequate nitrogen for the wheat crops, and satisfactory protein percentages have been obtained in wheat grown on these soils. There is need, however, to adopt careful rotational cropping to maintain a satisfactory position in this regard.

Some isolated copper deficiency has been detected in wools grown in the Tara area, but the condition is only of minor importance.

May be subject to—  
1. Loss of structure.  
2. Erosion.  
3. Melonholes.  
4. Salting.

Four very important characteristics relating to the utilisation of the soils of the brigalow areas must be taken into consideration:—

1. Under continuous cultivation, their structure will eventually break down, they will gradually lose their ability to absorb rainfall and will be more liable to erode.

2. On the undulating relatively shallow brigalow soils around Wandoan there is a serious erosion hazard even in the relatively virgin soils.

3. On the flatter country a feature of a good many of the brigalow soils is the presence of numerous "melonholes" or "gilgais". Such occur also on the black earth plain country, but they appear to reach their maximum development in the brigalow country where melonholes some five feet deep and fifty feet in length may be continuous. The larger melonholes constitute a hazard for cultivation. On the other hand they are important in preventing heavy run-off and must considerably improve the surface and subsoil moisture status of the area.

4. Some of the brigalow soils have been affected by "salt" influence and as such are difficult to work from a physical standpoint and the presence of mineral matter in the surface layers of the soil may hinder plant establishment. These soils are in the minority, but occur in the Yelarbon-Goondiwindi area.

Brigalow belt has great potential.

Despite the abovementioned limitations, the brigalow belt without doubt offers the greatest potential for development for both cropping and pastures of any land yet to be opened up for settlement in this State.



The combination of crops, pastures and stock—or balanced mixed farming—is likely to become the stable form of land use in this region for some considerable time to come. Perhaps with the development of suitable pasture species and an understanding of their effective management the area devoted to crop will, with advantage, decline, but this cannot be fully implemented at present. The introduction of pastures and stock into a rotational cropping programme will, however, preserve soil structure and, in combination with some mechanical aids, minimise soil erosion hazards and reduce the costs associated with cultivation.

Mixed farming probable ultimate use.

The smaller melonholes can gradually be eliminated by successive cultivation, but the larger ones must remain in pasture. It is important in subdividing land that an adequate area of cultivable land be provided for each block.

Somewhat atypical soils growing brigalow occur at the extremities of the range of the species where whipstick brigalow is more common. The reddish mulga type soil and shallow sandy salt affected soils fall into this category.

The Soils Division of the Commonwealth Scientific and Industrial Research Organisation is currently engaged in the mapping of the brigalow soils in Queensland.

Soil survey in progress.

#### LAND USE IN THE BRIGALOW BELT.

The brigalow areas are devoted to dairying and agriculture in the closely settled parts of the State and to sheep and cattle raising in the more distant localities. The distribution of these industries is shown on the map.

Although there has been extensive development in portion of the brigalow country, I estimate that, of the twenty-three million acres under brigalow, some fifteen million still remain untouched. With the introduction of mechanical pulling and aerial spraying during recent years, development has been speeded up, but the recession in wool prices has now made finance for such undertakings difficult to obtain.

Twenty-three million acres involved.

The main reasons for the slow rate of development hitherto can be traced back to—

- (1) The presence of the prickly pear;
- (2) The difficulty of removal of the brigalow scrub and later its sucker regrowth;
- (3) The generally unsatisfactory stock water supply position;
- (4) The lack of finance; and
- (5) The tenure of the lease, more particularly after the removal of the prickly pear.

#### THE PRICKLY PEAR MENACE.

The conquest of the prickly pear by the caterpillar of the moth *Cactoblastis cactorum* is now history and a monument to the value of scientific endeavour applied to problems of the primary industries. Meanwhile our complacency has allowed another cactus, *Harrisia martinii*, to grow unchallenged in the brigalow scrub around Collinsville, which is only now being tackled with the seriousness it deserves.

Prickly pear conquered by cactoblastis.

The aftermath of rotting and dry fibrous pear debris proved a valuable mulch and source of soil fertility in the early years after clearing, but the effect of this has now been lost and there has been a decline in fertility in these cleared brigalow soils.

Decline in fertility.

#### THE REMOVAL OF BRIGALOW SCRUB AND SUCKER REGROWTH.

In its virgin state, brigalow scrub is not useless. There is a certain amount of edible shrub and a sparse picking of brigalow grass and herbage. However, it is difficult country to muster and carrying capacity can be increased greatly by timber destruction.

Brigalow scrub not entirely useless.

Brigalow scrub was first tackled by falling with an axe and subsequent burning. The pioneers of brigalow clearing soon found, to their cost, that this treatment, more often than not, encouraged vigorous sucker regrowth and the last state was worse than the first. The legacy of suckers from such early burning still poses a problem in present day development.

Early problem of sucker regrowth.

It was found that ring-barking the brigalow and allowing it to remain for five years without burning was an effective treatment. Further, the ring-barking permitted full development of the ground vegetation of nutritious grasses and herbage, and doubled or quadrupled the carrying capacity. Fire through this rung country before the death of the brigalow immediately

Ring-barking successful but slow.



encourage sucker growth. Ring-barking is still the safest method of all brigalow treatments where the land is required for pasture without cultivation. It is also the least expensive as an initial treatment. The method, however, is slow, and ring-barkers, apart from the actual owners of the property or their permanent employees, are difficult to engage. Costs are of the order of 25s. to 27s. 6d. per acre.

Flogging suckers with sheep effective.

The graziers of the Goondiwindi District found that sheep could be used to control sucker regrowth if they were shut in a paddock shortly after a burn with adequate watering facilities. Sheep would control the very young suckers, but if rain fell and grass became established they would leave the suckers and take the grass. Old suckers were not eaten by the sheep. In this way, many thousands of acres of brigalow land were brought into natural grasses. It meant adequate fencing and water facilities, but these then remained as permanent improvements. It did prevent the sowing of improved pastures immediately after the burn.

Mechanical pulling, burning and aerial sowing being tried, but has its risks.

Some graziers recently have had the brigalow scrub pulled by two crawler tractors dragging a heavy chain. The cost of such pulling has been of the order of £1-£1 10s. per acre. After pulling, the fallen scrub has been fired and then sown from the air with Rhodes grass about a week afterwards. The cost of Rhodes grass at a minimum of 1 lb. per acre is 4s. 6d. and the cost of the aircraft about 5s. per acre. The Rhodes grass establishes itself well after a burn and may keep sucker regrowth in check, but there is no guarantee. If sucker regrowth occurs, a subsequent fire is needed using the drying Rhodes grass to make more effective fire, and possibly a second seeding of grass is required. A small amount of lucerne at about  $\frac{1}{2}$  lb. per acre can be added at a cost of 4s. per acre, but Rhodes grass may suppress its early growth and it has given better results introduced later.

Mechanical pulling, burning and ploughing suppresses suckers.

Where brigalow land is being brought into cultivation there is little trouble with suckers. The suckers are quickly suppressed by successive ploughings. The cost to bring an acre of virgin brigalow to the stage of planting the first crop is about £5 per acre.

“Majestic” ploughing effective.

If sucker regrowth has been allowed to develop for some time, the only means of dealing with it, apart from waiting until it is large enough for ring-barking, is to plough it out with a heavy duty plough such as the “Majestic.” This means subsequent land preparation and a certain amount of “stick picking” but is an effective method of treatment. The cost of this ploughing operation is approximately £3 15s. per acre.

Other mechanical treatment of suckers.

Rolling young sucker regrowth with a roller fitted with longitudinal blades has effectively dealt with regrowth in some instances.

Chemical treatment of scrub and suckers.

Early chemical treatment was devoted to the control of sucker regrowth. Spraying young suckers or swabbing the cut stump with arsenic pentoxide gave varying results.

Hormone spraying.

A recent development initiated by the Department of Agriculture and Stock in aerial spraying virgin brigalow scrub with hormones 2,4-D and 2,4,5-T mixture has resulted in some success and it would appear that such treatment offers good scope for the destruction of tall virgin brigalow. The results on sucker regrowth have been disappointing and more research is required in this regard. The hormones are also ineffective against the associated timbers—belar and wilga. The cost of treatment by this means is approximately £2-£2 5s. per acre, including the use of the aircraft and the chemical.

#### STOCK WATER SUPPLIES.

Stock water may be difficult. Gas a problem.

The stock water supply position in the brigalow belt is not good. Generally, sub-artesian waters are deep and brackish and tend to corrode pipes and tanks. In addition, marsh gas is often present in bores in the Wandooan area and creates problems in pumping. Artesian water is a rarity. Surface supplies are usually provided by tanks and dams. In flat melonhole country it may be difficult to get a satisfactory catchment as the melonholes fill but do not run. Water stored in the melonholes will give short-term stock water.

Surface tanks usual supply.

There are harder red ridges through the southern and northern brigalow areas and satisfactory tanks can be constructed. A fully-equipped 3,000 yard tank, mill and troughing costs about £700. Larger tanks would be more effective.

Finance.

The brigalow country is dear land to develop from the natural scrub. There are two methods of approach—a relatively cheap but slow method of hand ring-barking, waiting for five years or so and then burning and grassing down or cultivating; the second, the adoption of large-scale mechanical and/or chemical methods which will bring about improvement and greatly increased



carrying capacity quickly. Both methods are expensive in the long run, the former expensive in time and sweat by the individual lessee, the second in capital outlay.

It is obvious that, if the brigalow country is to be developed, some satisfactory source of long-term finance must be found, and it would be more convenient if the whole of the finance were provided from the one source rather than involve separate arrangements for land development and stock. Long-term finance necessary.

The amount of finance will depend on the size of the holding and the source of livelihood. Most of the dairying areas have already been well-improved and new settlement in dairying is not considered likely unless marketing conditions improve. New development is probable in sheep raising and mixed farming and cattle fattening.

For sheep raising with dog netting, internal fencing, water facilities, buildings, pulling, burning, grassing and stocking, the cost could eventually be of the order of £7 per acre capital cost on a small holding. If cropping were also carried out, an additional £1-£2 per acre would be added for machinery and up to £3 per acre in some cases for soil erosion control. Finance involved.

A cattle fattening property of fifty thousand acres in the Clermont area, of which 20,000 acres is dense brigalow, has recently been assessed to involve a capital outlay of £100,000 for pulling, grassing, water facilities, dips, fencing, buildings, without stock. A smaller 6,000 acre cattle fattening property in the Miles District using cultivated fodder crops has involved a capital expenditure of £7 10s. per acre.

#### LIVING AREAS.

The "living area" has been a controversial issue for some time. Dairying areas of 500 to 1,000 acres have provided a reasonable living for most lessees, but with the shift to sheep and cattle fattening along with grain, an increase in acreage is required.

In the areas receiving a fairly reliable winter rain component in an average yearly fall of 25 inches and over, provided with adequate transport, I believe the final pattern will be one of mixed farming based on crops, pastures, with sheep or cattle.

In such areas *when fully developed* a holding of 2,500 acres of good brigalow land should be adequate and should be allocated under *freehold* tenure. Pending this full development, it is suggested that an additional area of similar size and contiguous with it be allocated under leasehold tenure, such to be resumed, if conditions at the expiry of the lease are such that the freehold portion has proved an adequate living area. Leasehold conditions could still be applied to this area. In the basic design for settlement, the provision of access roads etc., could be made to fit the above plan. Smaller areas should be freeholded.

Where rainfall is less and more unreliable, and transport is not available within easy distance, the areas could be enlarged accordingly for individual lessees.

With the tremendous amount of development still to proceed and the shortage of finance, there appears to be a strong case for making the more distant and larger areas of green brigalow country available to private individuals and grazing companies who have the finance to improve it quickly. This is imperative with the threat of the *Harrisia cactus* moving South from its original point of infestation towards the dense brigalow lands of the Isaacs, MacKenzie, Nogoa, and Comet river systems. Areas also to be made available for private finance.

Cattle fattening gives its greatest efficiency where the breeder also becomes the fattener. In this case it is hardly sound to exclude companies which breed on the outside properties and take all of the risks of uncertain rainfall, heavy improvement costs, etc., from obtaining fattening country of good quality nearer the coast so that the young, well-finished beast which the trade requires, can be placed on the market.

By allocating land both to the small and the large lessee, the brigalow country could be developed much more quickly and provide greater national wealth.

#### THE BRIGALOW COUNTRY FOR DAIRYING AND PIG-RAISING WITH MIXED AGRICULTURE.

Successful settlement in dairying and pig-raising has taken place in South-Eastern and Central Queensland hinterlands on areas generally from 350 to 1,200 acres in area, and these areas have provided a reasonable living. Costs of development, taken over a long term, have generally been high, but the dairymen were forced to develop the bulk of their holdings. The initial Areas 350 to 1,200 acres.



outlay was kept down by using temporary fences, temporary yards, temporary pigsties, and ring-barking and hand-clearing for cultivation until more money was available for better fixtures.

Dairy cattle  
in good  
health.

Dairy cattle generally do well in brigalow country with its high soil fertility and good variety of nutritious grasses and herbage.

Rhodes chief  
pasture  
grass.

Early establishment of Rhodes grass on newly-burnt brigalow land gave very prolific growth in the initial years and formed a very cheap form of grazing for dairying.

Some  
deteriora-  
tion.

Pasture deterioration as a result of the loss of the organic matter accumulated from prickly pear debris, and the absence of a suitable associated legume has set in after a number of years and the land has usually been brought under the plough to grow summer and winter fodder and grain crops.

Other pasture species which perform well in brigalow country include lucerne, green and blue panic, buffel grass and a few new species being tried by C.S.I.R.O.

Summer and  
winter  
fodder  
crops.

In the cultivated brigalow areas sudan grass has been the chief summer fodder for grazing with oats or wheat for winter green feed. These crops grow well after a fallow. On the Darling Downs and Callide Valley, grain sorghum stubble after the grain has been harvested is a valuable fodder during the dry spring months, while in some instances the sweet sorghums have been grown and conserved as silage. Other successful crops for grazing include the millets, cowpeas and lucerne for summer; and barley, canary seed, rape and a spontaneous growth of prairie grass and burr medic in the winter months.

The re-introduction of Rhodes grass, preferably with a legume such as lucerne, into the cropping sequence would give a valuable pasture which would restore soil structure and control erosion on the sloping lands.

Wheat for  
grain.

Wheat-growing for grain has been carried on by many dairymen in brigalow areas with quite good results. On well-fallowed land and land periodically under pasture, the protein content of the wheat on brigalow soils compares very favourably with that grown on the Darling Downs black soils. Where fallows have not been adequate and where a pasture phase has not been introduced, there is some criticism of the baking quality of the flour.

However, the brigalow lands in South-Eastern and Central Queensland are destined to become major wheat-growing areas and constitute the most likely extension of the overall acreage in this State.

Hazards of  
cultivation.

The gently-sloping brigalow soils in some areas are subject to erosion by water, and where they are shallow the erosion problem can become serious.

1. *Erosion*.—To protect this land from erosion losses mechanical treatment with graded banks might cost from £2–£3 per acre and this must be taken into consideration when dealing with finance for closer settlement on such lands.

On the flatter land, a common feature is the occurrence of melonholes or “gilgais” which vary from almost imperceptible unevenness of the land surface to quite considerable irregular ponds, some four to six feet deep.

2. *Melonholes*.—The smaller melonholes can be levelled by successive ploughings; other larger ones may ultimately be filled by heavier ploughs, graders and bulldozers, but there will be some considerable areas where such levelling will not be feasible. Thus, in any subdivision where cultivation is contemplated, an adequate survey of the extent of cultivable land should be made.

Weed taints.

The varying herbage growth in the brigalow country is inclined to produce a greater amount of weed taint or feed flavours in the milk products than other areas. Most of these can be removed by factory processing and the continued extension of improved pastures or grazing crops will lessen the losses from down-grading such produce.

Dairying  
future  
probably  
restricted.

Although dairy cattle on brigalow lands are generally more healthy and produce better than those on many coastal areas, the distance from factories and freight on butter to the coast, together with the general decline in the price of dairy products is likely to restrict the extension of dairying into new brigalow areas.





Successful  
dairy  
settlement.

Successful establishment of dairying in the Boonah, Lowood, Killarney, Moola, Warra, Chinchilla, Miles, Jandowae, Proston, Mundubbera, Monto, Biloela, Mt. Larcom and Rockhampton areas indicates the valuable part the brigalow areas have already played, and should economic conditions change there is plenty more of such land for expansion.



# DISTRIBUTION OF BRIGALOW IN QUEENSLAND

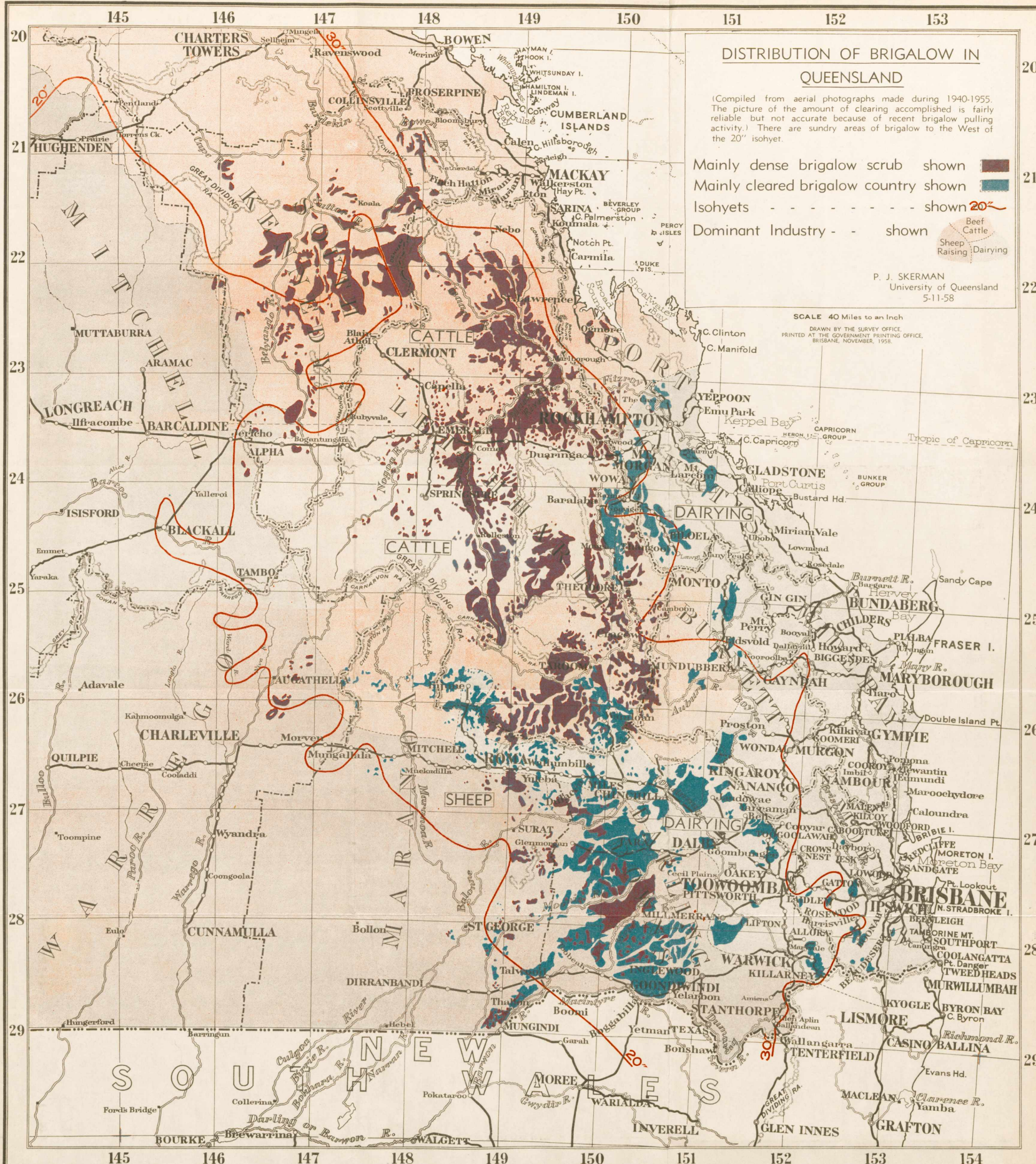
(Compiled from aerial photographs made during 1940-1955. The picture of the amount of clearing accomplished is fairly reliable but not accurate because of recent brigalow pulling activity.) There are sundry areas of brigalow to the West of the 20° isohyet.

Mainly dense brigalow scrub shown   
Mainly cleared brigalow country shown   
Isohyets - - - - - shown   
Dominant Industry - - shown 

P. J. SKERMAN  
University of Queensland  
5-11-58

SCALE 40 Miles to an Inch

DRAWN BY THE SURVEY OFFICE,  
PRINTED AT THE GOVERNMENT PRINTING OFFICE,  
BRISBANE, NOVEMBER, 1958.





#### THE BRIGALOW COUNTRY FOR SHEEP-RAISING.

In the sheep country, the holdings were much more extensive than in the dairying areas and the development was not as rapid. However, where capital was available, ring-barking was carried out with subsequent clearing and limited cultivation. The provision of water and fencing against dingo attack made heavy demands on the grazier's purse, and so brigalow clearing lagged somewhat behind. Where money and labour were available, considerable improvement was effected, especially in lands adjacent to existing rail and road facilities. Lack of access roads to remote areas and the great cost of all-weather road construction in this heavy soil brigalow country also hindered development.

Water and dingo fencing expensive.

The pioneers of the sheep industry in the Goondiwindi District developed the technique of brigalow sucker control by flogging with sheep, and this is still a very effective practice where cultivation is not being done.

Control of suckers by sheep.

In the cleared country, regrowth of limebush and tea-tree, both difficult bushes to eradicate, is causing some concern. The brigalow country, once cleared, fenced and watered, is very good sheep country. While natural pasture will continue to provide good grazing, it is envisaged that the large tract of brigalow country in the Southern sheep areas of the State will develop a land use involving a balance between wool-growing on improved pastures, cropping for fat lamb production, and grain production for sale. Sufficient cultivable land should be included in each block to adequately employ a suite of machinery plus the operator. This would be in the vicinity of 500 acres.

Mixed farming envisaged.

The sheep country within the brigalow belt is fortunate in that it has a reliable rainfall, well-distributed, with a definite winter component. This allows for a long pasture growing season and a reasonably safe programme of summer and winter cropping in conjunction with fallowing.

Well-distributed rainfall.

#### THE BRIGALOW COUNTRY FOR CATTLE-RAISING.

The brigalow belt in the cattle-raising country is for the most part undeveloped. A few cattlemen have carried out ring-barking and aerial spraying; some have planted Rhodes grass to improve the carrying capacity. Much more activity is now in evidence with the rise in beef cattle prices. Lower prices for beef cattle until recently have prevented cattlemen from spending large sums of money on improvements, and the lack of labour for ring-barking has further hindered progress.

Cattle country little improved.

Cattle can make good use of brigalow country. The scrub trees and shrubs provide a good deal of edible forage and feed can be pulled or knocked down and eaten by the cattle. The dense growth also provides shelter in winter. It is undesirable that all timber be ring-barked or pulled, but suitable belts for shade and wind protection should be retained, and this should be considered when arranging for mechanical pulling.

Shelter and shade needed.

The undeveloped brigalow areas adjacent to transport should be parcelled out to individual lessees in adequate living areas. The cost of development of these areas will involve heavy capital expenditure and provision will have to be made for long-term credit to enable these lessees to fully develop the holdings.

Long-term credit needed.

The brigalow areas of the Isaacs, MacKenzie, Comet, Suttor and Bowen river frontages are subject to some flood hazard, but the greatest present hazard is the encroachment of the *Harrisia* cactus. As this cactus appears to develop much more quickly in the scrub areas than out in the open, an obvious first treatment in its control in infested areas, and areas likely to become infested, is the pulling of the scrub. This will cost from £1-£1 10s. per acre. Having pulled the scrub, it will need to be burnt and grassed down. This will involve, with aerial sowing, another £1 per acre at least. The additional costs of fencing, water improvements, dips and stock will bring the total cost per acre in excess of £5. For this reason, it would appear that, in the undeveloped brigalow country to the north, considerable finance will be required—much more than is available from the normal sources.

Costly development. Menace of *Harrisia* cactus.

The obvious use of the improved brigalow country in these areas will be to finish younger quality cattle bred further inland, for the local and export market. The most economical method of fat cattle production is for the breeder of the store bullock to continue as the fatterer, and land must be made available for these larger operators with their own sources of capital to develop this country initially, and also continue to hold an area adequate for their fattening purposes when developed.

Provision for the large operator.

Meanwhile, some basic urgent and determined research is required to find an adequate means of eradicating the *Harrisia* cactus before further valuable areas become enveloped.

#### THE FUTURE.

The brigalow country constitutes the greatest potential of any land for development in this State. Government and private capital developing the smaller and larger holdings simultaneously can bring about a continuing increase in national wealth and more quickly lead to full development.



## APPENDIX IV.

## THE POTENTIAL OF IMPROVED PASTURES FOR BRIGALOW SOILS.

By DR. J. GRIFFITHS DAVIES, B.Sc., Ph.D., D.Sc., Associate Chief, Division of Plant Industry, C.S.I.R.O.

## INTRODUCTION.

The brigalow scrub zone extends some 750 miles in a north-south direction from Collinsville in Queensland to Gunnedah in New South Wales. It largely lies between the 20 and 30 inch isohyets. The distribution of the brigalow is discontinuous and is associated with five major geological series in Queensland. Within each series there are characteristic "brigalow soil" types of varying fertility. The soils support many distinct types of brigalow scrub associations which reflect differences in soil and climatic factors. Apart from "brigalow soils" there are many other well defined soil types in this zone. These soils vary in their potential for future improvement of productivity, some being extremely infertile with bad physical features. To investigate the problems associated with the development of improved pastures for the region as a whole, experiments by C.S.I.R.O. are in progress at Crooble, New South Wales, "Tarewinnabar" (near Goondiwindi), and "Nunbank" (near Taroom). Experiments at the latter two centres are conducted by C.S.I.R.O., Brisbane. These centres have soil and vegetation associations representative of types occurring on two of the five geological series associated with brigalow scrubs. The results obtained have demonstrated the much greater productivity of improved pastures in comparison with the productivity of native pastures which volunteer following the clearing and burning of brigalow scrubs. While these centres represent only a small sample of the range of complex brigalow soil-vegetation and climate patterns, it is expected that the results in general are applicable to the brigalow zone as a whole.

## NATIVE PASTURES.

Production from sheep and beef cattle in the brigalow zone is predominantly dependent on native pastures except for a small area of sown Rhodes grass pastures on the wetter eastern margin of the zone and also in the Wandoan/Taroom area. There is some cultivation of annual forage crops, particularly winter cereals, some lucerne, and also Sudan grass and grain sorghum. The native pastures have a short growing season and rapidly run into seed, are low yielding and of poor quality and palatability, especially in winter months following frosts. The stock carrying capacity would not exceed one sheep per acre or a beast to seven acres. Marked seasonal fluctuations occur in the live weight of animals. This greatly reduces the yield of animal products per acre per annum. This decrease in live weight has been shown to be correlated with low crude protein content of winter pastures. Besides a protein deficiency per se, the level of crude protein also affects the intake and digestibility of the low quality roughage. While large areas of brigalow scrub remain to be cleared, the areas already cleared are continually threatened by the invasion of brigalow suckers into native pastures, and a succession back to dense brigalow scrubs.

## IMPROVED PASTURES.

Large increases in carrying capacity have been obtained with sown pastures on brigalow soils. Sown pastures in the Crooble/North Star District of northern New South Wales have carried in excess of one beast per acre per annum over an eight-year period. This represents more than a sixfold increase in carrying capacity above that obtained with native pastures. Similar mixtures have also been very successful at Goondiwindi and Taroom. Improved pastures have demonstrated superior productivity, quality and palatability and are better able to maintain live weight of stock during winter months. They are also drought resistant.

The large scale sowing of improved pastures in Queensland has been restricted to date by the lack of suitable grass and legume mixtures, high cost of seed, high cost of cultivation, and difficulties of establishment. Improved pastures are now available for immediate use in the brigalow region which eliminate these difficulties. It is now economical to plough out native pastures or brigalow suckers and sow down improved perennial pastures. The ease of establishment and high productivity ensure a return even in the year of establishment to cover all costs involved. Cultivation and sowing of improved pastures is expected to eliminate brigalow suckering problems. These pastures can also be established on ashes following scrub burns.

*Species.*—A range of strains of Rhodes grass, buffel grasses, panicums and forage sorghums are showing great promise. Some strains are in the processes of being developed for commercial release. Lucerne is outstanding among pasture legumes for the brigalow country and is adaptable to a wider range



of soil types (providing nutrients are not limiting) than is commonly realised. Lucerne can be maintained in grass mixtures if intensively grazed. Greater utilization of lucerne in pure stands and in association with grasses should be encouraged in brigalow regions. Annual medics such as *M. denticulata* (burr medic) and *M. tribuloides* (barrel medic) are valuable species for the southern brigalow areas of Queensland. Sub-tropical perennial pasture legumes in the genera *Phaseolus*, *Glycine* and *Vigna* show promise, but have yet to be evaluated in large scale grazing trials and their regional adaptability determined.

*Management.*—Brigalow soils vary greatly in fertility. In general they tend to be slightly deficient in phosphate and possibly molybdenum. Much remains to be studied about the response of improved pastures to fertilizers on these soils and the complications imposed by the gilgai micro-relief in certain areas. Intensive grazing management may prove essential for maximum utilization and productivity, and to ensure maintenance of leguminous species susceptible to shading. With the development of large areas of improved pastures stock numbers may ultimately be limited by the adequacy of stock water rather than the productivity of improved pastures.

#### FUTURE RESEARCH.

Studies are continuing on the establishment of improved pastures and their management so as to obtain maximum productivity. Potential pasture species are continually being introduced from other countries and suitable species evaluated in brigalow regions. Plant breeding programmes are in progress to develop improved strains of grasses and pasture legumes, in particular, *Sorghum alnum*, *Phaseolus atropurpureus*, and lucerne, which will be adapted to a wider ecological range. Varieties of leguminous grain crops, such as soybeans and Indian grams, are being bred for Queensland conditions. These could provide a protein concentrate for stock to correct the seasonal protein deficiency during winter months and during droughts. Brigalow soils and associated soil types are being surveyed and their fertility assessed to determine any nutrient deficiencies.

#### CONCLUSIONS.

By sowing the improved pastures based on existing knowledge, substantial and payable increases in carrying capacity should be realised on brigalow soils. These pastures can be established on cultivated land or on the ashes following a burn. The saving of improved pastures after ploughing should greatly reduce, if not eliminate, the brigalow regrowth problem. The continuation and expansion of research programmes already in progress should lead to even greater increases in the productivity and carrying capacity of brigalow soils in the future, but because much depends on long range plant breeding programmes, it is not possible to predict just how soon such advances can be put into practice. Depending on the plant being bred, plant breeding programmes require at least five, and commonly ten years' intensive work.

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## APPENDIX V.

INCOME 1934-1958 FROM SHEEP GRAZING ON BRIGALOW SELECTION OF  
3,100 ACRES NEAR GOONDIWINDI—NO CULTIVATION ON PROPERTY.

Year Ending 30th June.	Number of Sheep.	Gross Income.	Taxable Income.	Taxes Paid.
		£	£	£
1934 .. .. .	2,050	1,018	647	54
1935 .. .. .	1,760	693	277	13
1936 .. .. .	1,895	825	402	24
1937 .. .. .	1,769	926	562	43
1938 .. .. .	1,812	1,045	616	61
1939 .. .. .	2,740	1,160	665	72
1940 .. .. .	2,768	1,641	842	152
1941 .. .. .	2,633	1,257	Loss 426	
1942 .. .. .	2,965	1,315	889	65
1943 .. .. .	3,335	1,823	1,491	458
1944 .. .. .	3,098	2,187	1,932	657
1945 .. .. .	2,938	1,567	649	266
1946 .. .. .	2,803	1,752	1,365	475
1947 .. .. .	2,935	2,569	1,902	633
1948 .. .. .	3,022	4,631	3,348	1,107
1949 .. .. .	2,677	6,527	6,153	2,201
1950 .. .. .	2,587	5,556	4,321	1,434
1951 .. .. .	2,521	12,043	8,616	4,844
1952 .. .. .	2,547	8,241	6,024	3,140
1953 .. .. .	2,867	8,895	7,300	3,701
1954 .. .. .	2,770	11,894	9,429	4,590
1955 .. .. .	2,938	9,160	6,993	2,808
1956 .. .. .	3,155	7,571	5,963	2,242
1957 .. .. .	3,104	10,163	6,500	2,536
1958 .. .. .	2,691	9,469	5,056	Due—about 1,700
			£81,947	
			Less Loss 1941 426	
Totals .. .. .	.. .. .	£113,928	£81,521	£33,276

Average Taxable Income 25 years—£3,260.



## APPENDIX VI.

RINGBARKING AND DESTRUCTION OF TIMBER AS AN IMPROVEMENT.  
GOONDIWINDI GRAZIER'S DEPUTATION.

In accordance with the Minister's Memorandum of 30th November, 1954, we have examined the position thoroughly and have to report as follows:—

## RINGBARKING OR TIMBER CLEARING AS AN IMPROVEMENT UNDER THE PRINCIPAL ACT.

(1) Ringbarking or alternative methods of destruction of useless timbers now practised, is highly desirable, particularly on heavily timbered lands. It may increase the carrying capacity on brigalow and belah scrub country from say, 1 sheep to 10 acres to 1 sheep to 2 acres. It should therefore be a cardinal principle of Crown Lands Administration to do whatever may be reasonably possible to encourage the destruction of useless timbers.

(2) The Crown Land Laws have always made a big distinction between structural improvements and the clearing of timber.

Structures have always been classed as improvements, and ringbarking and clearing only as an improvement when followed by cultivation. The reason for this is clear. Structures are visible or tangible improvements; ringbarking and clearing, in the course of time, become invisible and intangible and merge into the land.

(3) The Land Laws contain provisions making it clear that lessees will benefit themselves and not lose any advantages by extensive ringbarking or clearing. section 13 of "The Land Acts Amendment Act of 1929" provides that increased carrying capacity on holdings due to ringbarking or clearing, must be disregarded by the Administration when determining the area of a lessee's priority right under section 72 of the Principal Act. This provision operates for a period of twenty-five years from the date of the permit to ringbark or destroy the timber.

Again, ringbarking and clearing costs must always be considered by the Land Court in the assessment of rents.

(4) There is no developmental expenditure from which a lessee recoups his outlay more rapidly than from expenditure on ringbarking or timber destruction when once the work has become effective. Within a few years the increased production from the land entirely defrays his outlay, and increased production then continues down the years.

It must be kept in mind, however, that in some districts suckering and maintenance costs are heavy, and a longer time then is needed to recoup the outlay.

(5) All capital expenditure on ringbarking or clearing is an allowable deduction from income for taxation purposes. As most graziers at present pay 12s. 6d. in the £ or more income tax, they are recouped 12s. 6d. in the £ immediately on their timber treatment costs.

(6) The selling value of the property immediately increases as a result of the increased productivity, and should the property be sold the grazier is permitted to retain the whole of the increment in value as he is not taxed on any of the proceeds of sale of the property itself, exclusive of sheep.

(7) It will thus be seen that the grazier is well treated in the matter of ringbarking and clearing expenditure, and is permitted to recoup his expenditure over and over again if he remains in possession of the country for any length of time, or, alternatively, if he sells it.

This, however, would not be the case if a lease had only a few years to run at the time the destruction was effected. But in practice this exception seldom, if ever, occurs as the provisions of the Land Laws for renewal of expiring leases are such that no lessee need attempt extensive timber treatment as his term is expiring.

(8) In our opinion it would not be administratively possible to regard ringbarking or clearing generally as an improvement after the expiration of a lease. The outgoing lessee's interest in it, at that stage, would be most difficult to define in value.

It is then part of the land itself, and, in our opinion, should be regarded as such. Moreover, the land may have changed hands several times, at varying prices, and the accurate assessment of the value of the timber treatment as an improvement would be impracticable.

(9) One of the chief merits of a Crown lands leasehold policy is to enable the Crown to obtain some of the increment in value of the public estate due to the general progress of the community, in lieu of leaving it mostly in private hands. This would be largely defeated if private proprietary interests in the land (other than in the structures thereon) were to be recognised after the expiration of the lease.

Whatever merit there may be in compensating a lessee for his ringbarking or clearing on the basis of a sliding scale over a set term of years, we think that public policy disadvantages outweigh it.

(10) Revenue considerations also are important. If the results from ringbarking and clearing were to be regarded as private property after the expiration of existing leases, the rental value of Crown lands would be adversely affected, and the Crown would not obtain the increased revenue from the Public Estate that might reasonably be expected.

## RINGBARKING AND CLEARING ON LANDS COMING UNDER PART II. OF "THE LAND ACTS AMENDMENT ACT OF 1952."

(11) Section 5 of Part II. of "The Land Acts Amendment Act of 1952," gives to the Minister a discretion, on the advice of the Land Administration Board, as to the size of the priority and compensation areas which may be offered a lessee as an Agricultural Selection (not exceeding 2,560 acres), Settlement Farm Lease (not exceeding 4,500 acres), or Grazing Selection (a living area).

We do not recommend any variation of the areas for these respective tenures as laid down in the Act. We think that such areas give ample scope for the Minister to deal justly, and indeed generously, with individual lessees.

(12) The areas of the respective tenures may be varied within the aforesaid limits to compensate for any special expenditure involved, and also to meet any instances where ringbarking or clearing may have been recently done, and where the Crown tenant has not had sufficient occupancy of the land to permit him to recoup his outlay.

(13) We think that, in fairness, there should be a differentiation in treatment between an energetic, active tenant who has done good work in increasing productivity from the Crown estate, and a non-active tenant. The latter tenant should receive smaller areas than the former, but of course each should not be less than a living area when developed. These discretionary decisions are altogether a matter for administration, and do not require any amendment of the law.

(14) Answering the specific questions in the Minister's terms of reference of 30th November, 1954, we have to advise:—

(a) No. The matter can be justly regulated by the size of the priority and compensation areas granted by the Minister on the advice of the Land Administration Board.

(b) No. If timber destruction were generally to be regarded as an improvement, the effect would be to undermine the advantages of Queensland's policy of leasehold tenures, and many serious complications would arise. The loss of revenue would also be material.

We think the position can be met by a Ministerial statement, that, in designing lands brought under Part II. of the 1952 Act, the Land Administration Board will have full regard to all expenditure incurred by a lessee on ringbarking and clearing, and design priority and compensation areas of such a size, within the framework of the Act, as will adequately compensate him for all such work and for the surrender of the old lease.

W. L. PAYNE, President of the Land Court.

VIVIAN CREIGHTON } Members of the Land  
JAS. BERGIN } Administration Board.

9th December, 1954.



## APPENDIX VII.

**CROPPING FOR FODDER CONSERVATION AND PASTURE  
PRODUCTION IN THE UNDER-20-INCH AVERAGE  
RAINFALL AREAS OF WESTERN QUEENSLAND.**

By DR. P. J. SKERMAN, B.A., D.Agr.Sc., Q.D.D., Senior Lecturer in Agriculture,  
University of Queensland.

Under-20-  
inch rainfall  
country.

The under-20-inch rainfall country in Western Queensland comprises the vast area of Mitchell grass downs, gidgee scrub, an extensive mulga belt, an area of box and cypress country, the seasonally flooded channels and their reserve country, a stretch of "desert" on the eastern margin, the mineral belt around Mt. Isa and broken semi-arid mixed spinifex ranges and valleys west of Longreach and Winton and south of Welwyn.

**MITCHELL GRASS DOWNS.**

Mitchell  
grass downs.

The Mitchell grass downs stretch intermittently from the New South Wales border to Wyandra and thence more or less continuously from Augathella in a north to north-westerly direction to Blackall, Aramac and Hughenden, and westwards to beyond Julia Creek. A swing to the south-west encompasses what are known as the Boulia sheeplands. The Mitchell grass downs country carries a sheep to three to five acres. Although the Mitchell grass remains as standing hay during the winter and spring and is a useful feed if light rains do not "blacken" it, it is in fact a sub-maintenance diet during this period. The absence of "top-feed" makes the area particularly prone to drought in unfavourable seasons and this, coupled with the absence of shade, imposes severe conditions on sheep husbandry in dry seasons.

Soils capable  
of cropping.

The soils, however, are of high fertility, are self-mulching and are capable of storing considerable moisture in their usual three feet of depth before reaching the shale, sand or sandstone.

Crop ensiled  
in trench  
for drought  
feeding.

Our research has shown that in years of high summer rainfall or when moisture has been stored in the soil by a previous fallow, good crops of sorghum and sudan grass can be grown on these Mitchell grass downs. The crop can be grazed, but greater use has been made of it by cutting it with a forage harvester and storing the chaffed material in earthen trenches for drought feeding. The aftermath and regrowth, however, has, in almost all cases, provided valuable grazing for special sections of the flock.

80,000 tons  
stored.

At the end of 1956, it was estimated that some 80,000 tons of sorghum silage was stored underground on some thirty properties in the under-20-inch rainfall belt.

Sorghum  
silage a  
successful  
drought  
fodder.

During the 1957-58 drought, five of the graziers who had silage stored fed it to sheep successfully. In the case of young sheep, the silage proved adequate at a daily ration of four pounds per head per day. With in-lamb and lambing ewes, supplementation with a protein rich supplement, such as poona cowpea and sheep nuts, was successful and a supplement of maize grain was satisfactory in two cases. It was obvious that sorghum silage is a valuable drought fodder.

Silage a  
cheap  
fodder.

Sorghum silage has been made in trench silos on the various properties at a cost ranging from £1-£2 per ton. This is the cheapest form of drought fodder on such properties.

Freight on  
drought  
fodder  
heavy.

The addition of freight charges to fodder bought near the coast and transported by rail and road makes purchased fodder very expensive. The freight from Brisbane to Blackall is £11 16s. 6d. per ton.

Frequency  
of cropping  
variable.

An additional cost will have to be added to the quoted figure for sorghum silage to allow for years when rainfall is inadequate for growing a crop for silage. The reliability of rainfall varies, but with adequate fallowing there might be two good crops in five years at least, with valuable grazing in some of the remaining years.

Grazing of  
the  
aftermath  
and  
regrowth.

In every instance where a crop of sorghum has been grown the grazing provided by the aftermath and regrowth has been valuable to the grazier concerned.



In areas south of Muttaborra where there may be a significant winter component in the annual rainfall, crops of oats are being successfully grown for hay and seasonal grazing, when a planting rain eventuates.

Winter fodder crops can be grown in certain areas.

According to the acreage anticipated, the capital value of the farming plant will vary from £3,000 to £11,000. Sufficient area should be worked to fully utilise a suite of farming machinery. The minimum area should be 300 acres per property.

Capital value of plant.

The present depreciation allowances on farming plant are generous, and with reasonable care the initial cost can be reclaimed.

Depreciation allowances on plant generous.

Cropping for fodder conservation must be regarded as a scheme for drought mitigation in the first instance. It is designed to cushion the effect of a drought so that graziers will not be caught with a forced sale of stock.

Fodder conservation a drought reserve.

Such conservation of fodder should not be used in the area concerned as an excuse for subdivision for further settlement. It should not be regarded as a means of increasing carrying capacity, but of safe-guarding it.

Conservation not an argument for sub-division.

The Mitchell grasses are valuable natural grasses which are suited to their environment and have stood the test of time. Their replacement by other grasses may not be wise, except in cases where the Mitchell grasses cannot survive.

Pasture improvement in the Mitchell grass downs areas.

Little work on improved pastures for the Mitchell grass areas has been done, but the Gayndah strain of buffel grass has effectively grassed the area around watering places at "Manfred," near Longreach.

Buffel grass promising around waters.

#### THE GIDYEA SCRUB.

The largest expanse of gidyea scrub occurs around Blackall extending towards Yalleroi, Longreach, the Gowan Range and Tambo. Isolated areas occur elsewhere.

Gidyea scrub mainly in Blackall area.

The soils of these scrub areas are quite fertile. They are closely allied to the Mitchell grass downs soils and are high in lime and phosphorus.

Soils fertile.

In its natural state, the gidyea scrub has a low carrying capacity. The density of the leaf canopy prevents the growth of much grass and herbage. Herbage is valuable where the scrub has been opened up.

Gidyea scrub light carrying in natural state.

Ring-barking of gidyea scrub has been carried on for several years and greatly increased carrying capacity has resulted from this practice.

Ring-barking of gidyea practised early.

With the advent of heavy duty crawler tractors, pulling of the gidyea scrub has been adopted since World War II. With two tractors and a heavy chain, this has cost from £1 upwards per acre.

Pulling now generally adopted.

Several areas which have been pulled have yet to be burnt. Those areas which have been burnt have been seeded from the air with grass and legume mixtures.

Burning and grassing followed, using aircraft.

Although it is too early to assess the long-term effect of pasture establishment on burnt gidyea country, important valuable short-term effects have been obtained by sowing both the Western Australian and Gayndah buffel grass strains and blue panic grass into the ashes of the burn.

Buffel and Blue Panic grasses promising.

Several species of other grasses and legumes are being tried out experimentally.

In some areas, the regrowth of sandalwood (buddah) on these pulled gidyea areas is causing concern and steps will have to be taken to eradicate it.

Sandalwood regrowth a hazard.

Gidyea is a valuable fencing timber and also provides an excellent firewood. Shade for stock should also be provided and so it would be wise to preserve belts of gidyea timber systematically throughout these developmental areas.

Some gidyea should be preserved.

#### THE MULGA BELT.

The mulga country occupies some fifty-five million acres in the southern interior beyond St. George with smaller areas stretching towards Mt. Isa.

Mulga occupies 55 million acres.



Mulga a valuable drought fodder.

Mulga has long been known as a valuable fodder tree and its retention for drought feeding has always determined management of the country. In some cases, the mulga is too thick and can be thinned out to advantage. In other cases, fire has destroyed the mulga, or too drastic lopping without allowing regeneration has decimated the mulga population.

Mulga soils low in phosphorus.

The red mulga soils are acid and low in phosphorus, and any attempt to improve their productivity by improved pastures will probably have to include the addition of some phosphorus-rich fertiliser. This aspect is being investigated.

Improved pastures and fertiliser application a matter of economics.

Buffel grass pastures have been successfully established in mulga country by cultivation and the addition of superphosphate. The cost of buffel grass seed and fertiliser, however, must be weighed in terms of an economic return in improved output. In some cases, this can be justified but it is too early yet to fully assess the value of this work.

Preservation of mulga essential.

The first object should be the preservation of mulga in adequate stands and regeneration where drought has necessitated fairly drastic removal.

#### THE BOX AND CYPRESS COUNTRY.

Box and cypress country between brigalow and mulga.

The box and cypress country lies between the brigalow and the mulga belts in the southern half of the State west of St. George as far as Bollon and Dulbydilla. The boundaries are not clear-cut and patches of mulga occur on the harder ridges.

Soil a red brown earth.

The soils of this area belong to the red brown earth group containing lime in the profile as opposed to the red mulga soils which are acid.

Soils similar to a large part of the Australian wheat belt.

These soils are similar to those which form the major part of the southern Australian wheat belt, although there is a more marked evidence of some salt influence in their development.

These soils are fairly fertile but lack phosphorus.

In keeping with their performance in Southern Australia, they respond to the application of superphosphate, but otherwise they are better class soils than the red mulga group.

Cropping with sound soil management feasible.

These soils can be cropped to summer or winter fodder crops but good soil management is required. The surface soil tends to seal after rain and this interferes with further water penetration and the germination of seeds. Grass in the rotation would help in maintaining this condition.

Buffel grass does well on this soil.

Buffel grass has performed very well on this soil type, especially where the soil is somewhat loose on the surface. Both Gayndah and Biloela strains have established well on "Bullindgie," Dirranbandi.

#### THE CHANNEL COUNTRY.

Channel Country of Western Rivers.

The so-called "Channel Country" comprises the very gently sloping floodplains of the Georgina, Mulligan, Diamantina, and Bulloo Rivers and Cooper's Creek in the far central and south-west of the State.

Stream gradient encourages reticulation.

The low stream gradient, less than one foot per mile, causes the floodwaters to reticulate into an intricate series of anastomosing channels which thoroughly wet the soil as the water moves slowly downstream.

Ten million acres of naturally flooded country. Flood volume varies considerably with volume of run-off from the catchments.

A major flood will irrigate some ten million acres of floodplain under this natural reticulation system, but the volume of flood water varies with the run-off from rainfall on the catchment areas. There will be consecutive years of no flooding; some years of only channel runs and again years of varying inundation according to run-off from the Mitchell grass downs of the Central-West and the Barkly Tableland.



The variability of flooding makes it impossible to plan ahead and consequently there is no possibility of stabilised production.

Variability of flooding makes it impossible to stabilise production.

The Channel Country is used to seasonally fatten store cattle mostly bred elsewhere. A good number come from the Northern Territory and the Gulf regions.

Land use is fattening of store cattle bred elsewhere.

Owing to the great distance the store cattle have to travel, they are seldom fattened in the one season and the fat cattle lose condition by being driven long distances to railhead or meatworks.

Lack of transport reduces turnoff

The soils of the Channel Country are extremely fertile and produce a varied sward of annual grasses and herbage as the floodwaters recede, which fattens cattle remarkably well.

Channel soils very fertile.

The type of forage is seasonal depending on the time of flooding. After a summer flood, native sorghum, pepper grass and herbage are produced, while "Cooper clover" and winter herbage follow an autumn or early winter flood.

Type of forage seasonal.

Under the present transport system and unpredictable requirement of store cattle, much forage is wasted in a good year, and many cattle die on the properties in droughts because of inability to move them.

Unused feed in good seasons. Cattle losses in drought.

Because of the risks and heavy expenditure involved in management, the Channel Country must remain "big man's" country.

It is the "big man's" country.

Pasture improvement and fodder production problems in the Channel Country are not as pressing as the need for subdivisional fencing, water improvement and transport, all of which will require a large financial outlay by individuals, companies and the Government.

Pasture improvement not main problem.

#### THE "DESERT" COUNTRY.

The "desert" country extends from Barcaldine and Hughenden eastwards to the Central Highlands and Leichhardt Range.

"Desert" country of Central Queensland.

Its chief use is for woolgrowing and as relief country for sheep when the Mitchell grass downs areas are unproductive. It is not good breeding country.

Land use is wool-growing and relief country.

The soils are very mixed, but in general are infertile and of poor water-holding capacity. Pockets of heavier soil occur throughout, carrying a vegetation of box or gidyea, and these grow better grasses when cleared. University trials have shown that they lack phosphorus and heavy dressings are needed for the establishment of improved pastures.

Soils very infertile and particularly lack phosphorous.

Pasture improvement on this very low value country is probably uneconomic, but trials are being continued.

Pasture improvement probably uneconomic.

Buffel grass strategically established in more favoured areas, such as around the base of the larger trees and in the heavier soils, is the improved grass species most likely to succeed and Townsville lucerne the most promising legume.

Buffel grass and Townsville lucerne most likely to succeed.

#### THE FAR WESTERN AND NORTH-WESTERN SPINIFEX RANGE COUNTRY.

There is little likelihood of general pasture improvement in the spinifex range country by sowing improved pastures. Spot sowings of buffel grass on sandridges and favoured areas might succeed in a small way.

Little future for sown pastures.

The management of the existing vegetation is most important in such areas. A deferred grazing whereby areas are shut up until the grasses seed and are then opened for grazing has brought back a good deal of similar country in the north-west of Western Australia.

Management of country most important.



## WATER HARVESTING AND LIMITED IRRIGATION.

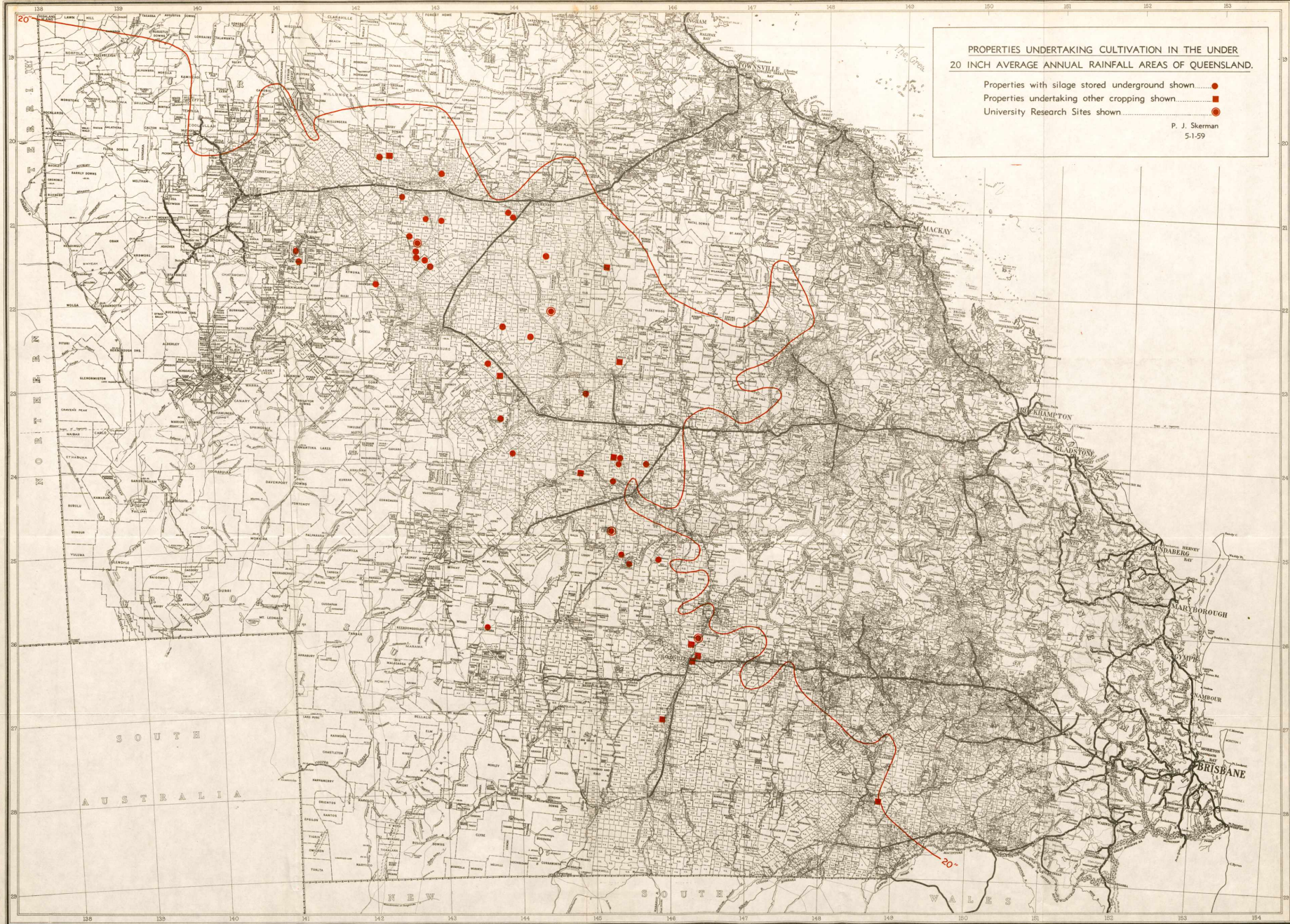
Room for  
Water  
Harvesting  
and  
Irrigation  
in small  
way.

There is room for water harvesting and the irrigation of small patches of lucerne in strategic areas throughout the under-20-inch rainfall belt.

Must be  
for special  
purposes.

The production of such fodder will be small and the capital outlay considerable, and hence it should be used for special feeding only.







## APPENDIX VIII.—Part 1.

## COMPARISON OF EXPENSES AND GROSS PROCEEDS PER LB. OF WOOL PRODUCED.

## CENTRAL QUEENSLAND SHEEP STATION.

	Year Ended. 31st December, 1948.		Year Ended. 31st December, 1949.		Year Ended. 31st December, 1950.		Year Ended. 31st December, 1951.	
	£	d. Per lb.	£	d. Per lb.	£	d. Per lb.	£	d. Per lb.
Expenses—								
Wages .. ..	2,972	4-66	3,312	5-33	4,579	5-68	5,524	4-83
Rations and Stores ..	647	1-01	620	1-00	725	89	1,002	87
Carriage and Freight ..	48	07	37	06	55	07	68	06
Repairs .. ..	592	93	1,027	1-65	1,017	1-25	3,051	2-66
Clearing and Scrubfalling ..	..	..	..	..	175	22	..	..
Earth Tanks .. ..	720	1-13	1,030	1-66	..	..	..	..
Wool Charges—								
Shearing and Crutching	1,565	2-45	1,838	2-96	2,832	3-50	3,700	3-23
Classing .. ..	10	01	27	04	68	08	63	06
Scouring .. ..	96	15	..	..	4	01	..	..
Wool Packs .. ..	354	56	370	60	495	61	538	42
Cartage and Railage ..	778	1-22	741	1-19	919	1-13	1,192	1-04
Warehousing .. ..	160	25	156	26	290	36	377	33
Regrading .. ..	18	03	22	03	30	04	86	08
Commission .. ..	487	76	511	82	1,276	1-57	919	80
Insurance .. ..	63	10	66	10	166	20	121	11
Wool Contributory Charge .. ..	198	31	204	33	7,658	9-46	645	56
Rent, Rates and Taxes ..	1,300	2-04	1,600	2-57	1,815	2-24	1,759	1-54
Insurance—								
Motor Vehicles .. ..	37	06	41	07	41	05	89	08
Plant .. ..	..	..	..	..	29	03	23	0-2
Buildings and Contents ..	31	05	31	05	31	04	40	03
Worker's Compensation ..	58	09	83	13	85	10	116	10
Livestock .. ..	..	..	168	27	142	17	107	09
General Expenses—								
Fodder, Dip, and Drenches .. ..	444	69	329	53	133	17	77	07
Pest Destruction .. ..	..	..	..	..	..	..	53	05
Car Running Expenses ..	265	42	373	60	387	48	623	54
Telephone, Postage, and Newspapers .. ..	49	08	66	10	88	11	75	07
Bank Charges .. ..	34	05	33	05	39	05	40	03
Accountancy .. ..	105	16	150	24	260	32	200	17
Pay Roll Tax and Sundry	124	19	91	15	121	15	145	12
Managing Partner's Salary	500	78	500	80	500	61	500	46
Travelling Expenses ..	125	20	85	14	109	13	166	14
Staff Provident Fund ..	..	..	..	..	100	12	100	09
Depreciation .. ..	196	31	466	75	1,337	1-65	1,611	1-41
Agistment .. ..	220	34	213	34	203	25	195	17
	12,196	19-10	14,190	22-82	25,704	31-74	23,205	31-16
Gross Proceeds—								
Greasy and Scoured ..	38,957	61-01	40,835	65-68	102,114	126-15	73,526	100-83
Wool Produced, lbs. ..	153,263	..	149,223	..	194,285	..	175,008	..



**APPENDIX VIII.—Part I—continued.**  
**COMPARISON OF EXPENSES AND GROSS PROCEEDS PER LB. OF WOOL PRODUCED—continued.**  
 CENTRAL QUEENSLAND SHEEP STATION—continued.

	Year Ended, 31st December, 1932.			Year Ended, 31st December, 1933.			Year Ended, 31st December, 1934.			Year Ended, 31st December, 1935.			Year Ended, 31st December, 1936.			Year Ended, 31st December, 1937.		
	£	d.	Per lb.	£	d.	Per lb.	£	d.	Per lb.	£	d.	Per lb.	£	d.	Per lb.	£	d.	Per lb.
Expenses—																		
Wages	6,877	8-15	8-53	6,432	8-53	8-53	7,619	10-33	10-33	8,091	8-55	8-55	8,805	7-90	7-90	8,746	8-93	8-93
Rations and Stores	1,170	1-39	1-54	1,251	1-54	1-54	1,360	1-84	1-84	1,492	1-58	1-58	1,583	1-42	1-42	1,923	1-04	1-04
Carriage and Freight	140	1-17	1-44	361	1-44	1-44	113	1-15	1-15	248	2-06	2-06	521	4-7	4-7	426	4-43	4-43
Repairs	2,637	3-13	3-13	3,919	4-82	4-82	1,047	1-42	1-42	2,343	2-48	2-48	1,262	1-13	1-13	1,360	1-39	1-39
Clearing and Scrubfelling	384	4-45	6-18	5,021	6-18	6-18	6,465	8-77	8-77	850	9-00	9-00	900	..	..	..	..	..
Dams	1,446	1-71	2-21	1,798	2-21	2-21	..	..	..	..	..	..	..	..	..	1,682	1-72	1-72
Wool Charges—																		
Shearing and Crutching	4,122	4-89	4-96	4,035	4-96	4-96	4,382	5-95	5-95	5,053	5-34	5-34	4,524	4-06	4-06	7,216	7-36	7-36
Classing	199	2-94	3-11	211	2-95	3-11	187	2-25	2-25	296	3-23	3-23	270	2-03	2-03	252	2-38	2-38
Wool Pools	928	1-10	1-09	731	1-09	1-09	503	6-8	6-8	664	7-0	7-0	583	5-2	5-2	237	2-4	2-4
Cartage and Railage	1,612	1-91	2-28	1,855	2-28	2-28	1,723	2-34	2-34	2,129	2-25	2-25	3,295	2-06	2-06	2,540	2-50	2-50
Warehousing	438	..	..	421	..	..	454	6-2	6-2	668	7-0	7-0	765	6-9	6-9	802	8-2	8-2
Scouring	1,143	1-35	1-52	1,233	1-52	1-52	919	1-25	1-25	968	1-02	1-02	1,129	1-02	1-02	1,510	1-54	1-54
Commission	37	0-4	0-6	46	0-6	0-6	..	..	..	104	..	..	205	..	..	84	..	..
Regrading	126	7	17	138	17	17	101	..	..	160	..	..	193	..	..	946	2-5	2-5
Insurance	119	0-1	0-1	128	0-1	0-1	122	..	..	3,298	3-48	3-48	4,525	4-06	4-06	4,806	4-90	4-90
Wool Contributory Charge	2,288	2-71	2-71	2,381	2-93	2-93	2,584	3-50	3-50	..	..	..	..	..	..	..	..	..
Rent, Rates and Taxes	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..
Motor Vehicles	73	0-9	1-0	94	1-0	1-0	67	0-9	0-9	59	0-6	0-6	104	0-9	0-9	56	0-6	0-6
Plant	29	0-3	0-4	30	0-4	0-4	19	0-3	0-3	18	0-2	0-2	18	0-2	0-2	36	0-4	0-4
Buildings and Contents	56	0-7	0-7	58	0-7	0-7	58	0-8	0-8	152	1-6	1-6	147	1-3	1-3	148	1-5	1-5
Worker's Compensation	149	1-8	1-8	260	3-2	3-2	200	3-5	3-5	270	2-8	2-8	270	0-7	0-7	149	1-5	1-5
Livestock	20	0-2	0-2	169	2-1	2-1	149	0-20	0-20	188	0-20	0-20	462	4-1	4-1	24	0-2	0-2
General Expenses—																		
Droving	..	..	..	..	..	..	30	0-4	0-4	..	..	..	240	0-22	0-22	24	0-2	0-2
Supervision Fee and Retainer	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	255	0-26	0-26
Dips, Drenches, and Fodder	242	2-9	1-26	1,024	1-26	1-26	602	8-2	8-2	633	0-7	0-7	713	0-64	0-64	267	0-27	0-27
Pest Destruction	33	0-3	0-3	26	0-3	0-3	9	0-1	0-1	38	0-4	0-4	65	0-6	0-6	135	0-14	0-14
Car Running Expenses	622	7-4	7-3	593	7-3	7-3	546	7-4	7-4	752	7-9	7-9	812	7-3	7-3	888	0-91	0-91
Telephone, Postage and Newspapers	115	1-14	1-16	134	1-16	1-16	111	1-15	1-15	126	1-13	1-13	141	1-13	1-13	116	1-12	1-12
Legal Expenses	16	0-2	0-2	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..
Bank Charges	52	0-6	0-8	61	0-8	0-8	60	0-8	0-8	38	0-4	0-4	33	0-3	0-3	44	0-4	0-4
Accountancy	210	2-5	3-50	350	3-50	3-50	250	3-4	3-4	225	2-23	2-23	225	2-20	2-20	100	1-0	1-0
Pay Roll Tax and Sundry	204	2-4	2-4	270	2-4	2-4	128	1-17	1-17	129	1-14	1-14	120	1-11	1-11	273	2-28	2-28
Travelling Expenses	141	1-17	1-17	282	1-17	1-17	105	1-14	1-14	567	2-01	2-01	259	1-8	1-8	456	1-47	1-47
Staff Provident Fund	100	1-12	1-12	200	1-12	1-12	200	1-27	1-27	200	1-20	1-20	200	1-20	1-20	250	2-26	2-26
Managing Partner's Salary	500	0-59	0-59	500	0-62	0-62	500	0-68	0-68	500	0-51	0-51	500	0-45	0-45	500	0-51	0-51
Depreciation	1,228	1-51	1-51	1,228	1-51	1-51	1,263	1-71	1-71	1,316	1-39	1-39	1,616	1-45	1-45	1,981	2-02	2-02
Agistment	228	0-27	0-27	639	0-79	0-79	1,280	1-74	1-74	2,464	2-59	2-59	1,579	1-42	1-42	1,659	1-69	1-69
	26,964	31-96	44-74	36,379	44-74	44-74	33,216	45-05	45-05	34,051	35-92	35-92	35,858	32-19	32-19	38,309	39-09	39-09
Gross Proceeds—																		
Greasy and Scoured	77,302	91-03	100-65	81,836	100-65	100-65	60,997	82-72	82-72	63,594	67-15	67-15	74,961	67-28	67-28	102,953	105-06	105-06
Wool Produced, Lbs.—Greasy	202,458	..	..	195,163	..	..	176,871	..	..	227,322	..	..	267,388	..	..	235,193	..	..



## APPENDIX VIII.—Part 1—continued.

CENTRAL QUEENSLAND SHEEP STATION.  
LIVESTOCK ACCOUNTS—31st DECEMBER, 1948.

	Number.	Number.	Value.	Value.
Sheep—			£ s. d.	£ s. d.
Stock on hand, 31st December, 1947 .. ..	14,599	..	4,980 0 0	..
Purchases .. .. .	80	..	720 0 0	..
Natural Increase .. .. .	6,715	..	..	..
Sales .. .. .	..	4,449	..	10,959 19 6
Killed for Rations .. .. .	..	284	..	93 0 0
Deaths .. .. .	..	1,265	..	..
Profit transferred to Profit and Loss Account ..	..	..	10,420 19 6	..
Stock on hand, 31st December, 1948 .. ..	..	15,396	..	5,068 0 0
	21,394	21,394	£16,120 19 6	£16,120 19 6
Cattle—				
Stock on hand, 31st December, 1947 .. ..	80	..	81 0 0	..
Purchases .. .. .	1	..	15 0 0	..
Natural Increase .. .. .	21	..	..	..
Sales .. .. .	..	37	..	452 10 8
Killed for Rations .. .. .	..	1	..	1 0 0
Deaths .. .. .	..	3	..	..
Profit transferred to Profit and Loss Account ..	..	..	427 10 8	..
Stock on hand, 31st December, 1948 .. ..	..	61	..	70 0 0
	102	102	£523 10 8	£523 10 8
Horses—				
Stock on hand, 31st December, 1947 .. ..	42	..	246 0 0	..
Purchases .. .. .	1	..	6 0 0	..
Sales .. .. .	..	4	..	20 2 0
Loss transferred to Profit and Loss Account ..	..	..	..	2 18 0
Stock on hand, 31st December, 1948 .. ..	..	39	..	229 0 0
	43	43	£252 0 0	£252 0 0

## CALCULATION OF AVERAGE VALUE.

	Sheep.		Cattle.		Horses.	
	No.	Value.	No.	Value.	No.	Value.
Stock on hand, 31st December, 1947 .. .. .	14,599	£ 4,980	80	£ 81	42	£ 246
Purchases .. .. .	80	720	1	15	1	6
Natural Increase .. .. .	5,715	1,343	21	21	..	..
	21,394	£7,043	102	£117	43	£252
Average value at 31st December, 1948 .. .. .	£3292		£11471		£5-8605	

## LIVESTOCK ACCOUNTS—31st DECEMBER 1949.

	Number.	Number.	Value.	Value.
Sheep—			£ s. d.	£ s. d.
Stock on hand, 31st December, 1948 .. ..	15,396	..	5,068 0 0	..
Purchases .. .. .	75	..	760 0 0	..
Natural Increase .. .. .	3,909	..	..	..
Sales .. .. .	..	2,547	..	5,650 0 0
Killed for Rations .. .. .	..	294	..	100 0 0
Deaths .. .. .	..	2,231	..	..
Profit transferred to Profit and Loss Account ..	..	..	4,802 0 0	..
Stock on hand, 31st December, 1949 .. ..	..	14,308	..	4,880 0 0
	19,380	19,380	£10,630 0 0	£10,630 0 0
Cattle—				
Stock on hand, 31st December, 1948 .. ..	61	..	70 0 0	..
Natural Increase .. .. .	23	..	..	..
Killed for Rations .. .. .	..	2	..	2 0 0
Deaths .. .. .	..	4	..	..
Profit transferred to Profit and Loss Account ..	..	..	18 0 0	..
Stock on hand, 31st December, 1949 .. ..	..	78	..	86 0 0
	84	84	£88 0 0	£88 0 0
Horses—				
Stock on hand, 31st December, 1948 .. ..	39	..	229 0 0	..
Purchases .. .. .	1	..	6 0 0	..
Stock on hand, 31st December, 1949 .. ..	..	40	..	235 0 0
	40	40	£235 0 0	£235 0 0

## CALCULATION OF AVERAGE VALUE.

	Sheep.		Cattle.		Horses.	
	No.	Value.	No.	Value.	No.	Value.
Stock on hand, 31st December, 1948 .. .. .	15,396	£ 5,068	61	£ 70	39	£ 229
Purchases .. .. .	75	760	..	..	1	6
Natural Increase .. .. .	3,909	782	23	23	..	..
	19,380	£6,610	84	£93	40	£235
Average value at 31st December, 1949 .. .. .	£3411		£11071		£5-875	



## APPENDIX VIII.—Part 1—continued.

LIVESTOCK ACCOUNTS—31st DECEMBER, 1950.

	Number.	Number.	Value.	Value.
<b>Sheep—</b>			£ s. d.	£ s. d.
Stock on hand, 31st December, 1949 .. ..	14,308	..	4,880 0 0	..
Purchases .. .. .	56	..	840 0 0	..
Natural Increase .. .. .	7,537	..	..	6,604 13 10
Sales .. .. .	..	2,274	..	99 0 0
Killed for Rations .. .. .	..	300	..	..
Deaths .. .. .	..	4,281	..	..
Profit transferred to Profit and Loss Account ..	..	..	5,948 13 10	..
Stock on hand, 31st December, 1950 .. ..	..	15,046	..	4,965 0 0
	21,901	21,901	£11,668 13 10	£11,668 13 10
<b>Cattle—</b>				
Stock on hand, 31st December, 1949 .. ..	78	..	86 0 0	..
Natural Increase .. .. .	35	..	..	506 10 10
Sales .. .. .	..	28	..	1 0 0
Killed for Rations .. .. .	..	1	..	..
Deaths .. .. .	..	1	..	..
Profit transferred to Profit and Loss Account ..	..	..	510 10 10	89 0 0
Stock on hand, 31st December, 1950 .. ..	..	83	..	..
	113	113	£596 10 10	£596 10 10
<b>Horses—</b>				
Stock on hand, 31st December, 1949 .. ..	40	..	235 0 0	..
Purchases .. .. .	5	..	30 0 0	..
Natural Increase .. .. .	2	..	..	..
Profit transferred to Profit and Loss Account ..	..	..	2 0 0	267 0 0
Stock on hand, 31st December, 1950 .. ..	..	45	..	..
	45	45	£267 0 0	£267 0 0

## CALCULATION OF AVERAGE VALUE.

	Sheep.		Cattle.		Horses.	
	No.	Value.	No.	Value.	No.	Value.
Stock on hand, 31st December, 1949 .. .. .	14,308	£ 4,880	78	£ 86	40	£ 235
Purchases .. .. .	56	840	..	..	3	30
Natural Increase .. .. .	7,537	1,507	35	35	2	2
	21,901	£7,227	113	£121	45	£267
Average value at 31st December, 1950 .. .. .	£3300		£1-0708		£5-9334	

## LIVESTOCK ACCOUNTS—31st DECEMBER, 1951.

	Number.	Number.	Value.	Value.
<b>Sheep—</b>			£ s. d.	£ s. d.
Stock on hand, 31st December, 1950 .. ..	15,046	..	4,965 0 0	..
Purchases .. .. .	100	..	2,000 0 0	..
Natural Increase .. .. .	5,552	..	..	9,895 9 3
Sales .. .. .	..	2,323	..	110 0 0
Killed for Rations .. .. .	..	282	..	..
Deaths .. .. .	..	1,743	..	..
Profit transferred to Profit and Loss Account ..	..	..	9,418 9 3	6,378 0 0
Stock on hand, 31st December, 1951 .. ..	..	16,350	..	..
	20,698	20,698	£16,383 9 3	£16,383 9 3
<b>Cattle—</b>				
Stock on hand, 31st December, 1950 .. ..	83	..	89 0 0	..
Purchases .. .. .	3	..	210 0 0	..
Natural Increase .. .. .	20	..	..	356 0 0
Sales .. .. .	..	16	..	9 0 0
Killed for Rations .. .. .	..	3	..	..
Deaths .. .. .	..	1	..	..
Profit transferred to Profit and Loss Account ..	..	..	325 0 0	259 0 0
Stock on hand, 31st December, 1951 .. ..	..	86	..	..
	106	106	£624 0 0	£624 0 0
<b>Horses—</b>				
Stock on hand, 31st December, 1950 .. ..	45	..	267 0 0	..
Purchases .. .. .	2	..	22 0 0	..
Natural Increase .. .. .	3	..	..	..
Profit transferred to Profit and Loss Account ..	..	..	3 0 0	292 0 0
Stock on hand, 31st December, 1951 .. ..	..	50	..	..
	50	50	£292 0 0	£292 0 0

## CALCULATION OF AVERAGE VALUE.

	Sheep.		Cattle.		Horses.	
	No.	Value.	No.	Value.	No.	Value.
Stock on hand, 31st December, 1950 .. .. .	15,046	£ 4,965	83	£ 89	45	£ 267
Purchases .. .. .	100	2,000	3	210	2	22
Natural Increase .. .. .	5,552	1,110	20	20	3	3
	20,698	£8,075	106	£319	50	£292
Average value at 31st December, 1951 .. .. .	£3901		£3-0094		£5-8400	



## APPENDIX VIII.—Part 1—continued.

LIVESTOCK ACCOUNTS—31st DECEMBER, 1952.

	Number.	Number.	Value.	Value.
Sheep—			£ s. d.	£ s. d.
Stock on hand, 31st December, 1951 .. ..	16,350	..	6,378 0 0	..
Purchases .. .. .	98	..	1,960 0 0	..
Natural Increase .. .. .	4,658	..	..	..
Sales .. .. .	..	3,270	..	8,925 14 5
Killed for Rations .. .. .	..	308	..	135 0 0
Deaths .. .. .	..	802	..	..
Profit transferred to Profit and Loss Account ..	..	..	8,067 14 5	..
Stock on hand, 31st December, 1952 .. ..	..	16,726	..	7,345 0 0
	21,106	21,106	£16,405 14 5	£16,405 14 5
Cattle—				
Stock on hand, 31st December, 1951 .. ..	86	..	259 0 0	..
Natural Increase .. .. .	52	..	..	..
Sales .. .. .	..	12	..	448 1 9
Killed for Rations .. .. .	..	3	..	7 0 0
Deaths .. .. .	..	2	..	..
Profit transferred to Profit and Loss Account ..	..	..	469 1 9	..
Stock on hand, 31st December, 1952 .. ..	..	121	..	273 0 0
	138	138	£728 1 9	£728 1 9
Horses—				
Stock on hand, 31st December, 1951 .. ..	50	..	292 0 0	..
Deaths .. .. .	..	3	..	..
Sales .. .. .	..	2	..	20 0 0
Loss transferred to Profit and Loss Account ..	..	..	..	9 0 0
Stock on hand, 31st December, 1952 .. ..	..	45	..	263 0 0
	50	50	£292 0 0	£292 0 0

## CALCULATION OF AVERAGE VALUE.

	Sheep.		Cattle.		Horses.	
	No.	Value.	No.	Value.	No.	Value.
Stock on hand, 31st December, 1951 .. .. .	16,350	£ 6,378	86	£ 259	50	£ 292
Purchases .. .. .	98	1,960	..	..	..	..
Natural Increase .. .. .	4,658	932	52	52	..	..
	21,106	£9,270	138	£311	50	£292
Average value at 31st December, 1952 .. .. .	£4392		£2,2536		£5,8400	

LIVESTOCK ACCOUNTS—31st DECEMBER, 1953.

	Number.	Number.	Value.	Value.
Sheep—			£ s. d.	£ s. d.
Stock on hand, 31st December, 1952 .. ..	16,726	..	7,345 0 0	..
Purchases .. .. .	101	..	2,000 0 0	..
Natural Increase .. .. .	7,306	..	..	..
Sales .. .. .	..	4,297	..	14,280 9 0
Killed for Rations .. .. .	..	403	..	180 0 0
Deaths .. .. .	..	2,227	..	..
Profit transferred to Profit and Loss Account ..	..	..	12,820 9 0	..
Stock on hand, 31st December, 1953 .. ..	..	17,206	..	7,705 0 0
	24,133	24,133	£22,165 9 0	£22,165 9 0
Cattle—				
Stock on hand, 31st December, 1952 .. ..	121	..	273 0 0	..
Natural Increase .. .. .	38	..	..	..
Sales .. .. .	..	34	..	895 6 2
Killed for Rations .. .. .	..	2	..	4 0 0
Deaths .. .. .	..	2	..	..
Profit transferred to Profit and Loss Account ..	..	..	863 6 2	..
Stock on hand, 31st December, 1953 .. ..	..	121	..	237 0 0
	159	159	£1,136 6 2	£1,136 6 2
Horses—				
Stock on hand, 31st December, 1952 .. ..	45	..	263 0 0	..
Purchases .. .. .	8	..	105 0 0	..
Deaths .. .. .	..	4	..	..
Loss transferred to Profit and Loss Account ..	..	..	..	28 0 0
Stock on hand, 31st December, 1953 .. ..	..	49	..	340 0 0
	53	53	£368 0 0	£368 0 0

## CALCULATION OF AVERAGE VALUE.

	Sheep.		Cattle.		Horses.	
	No.	Value.	No.	Value.	No.	Value.
Stock on hand, 31st December, 1952 .. .. .	16,726	£ 7,345	121	£ 273	45	£ 263
Purchases .. .. .	101	2,000	..	..	8	105
Natural Increase .. .. .	7,306	1,461	38	38	..	..
	24,133	£10,806	159	£311	53	£368
Average value at 31st December, 1953 .. .. .	£4478		£1,956		£6,9434	



## APPENDIX VIII.—Part 1—continued.

LIVESTOCK ACCOUNTS—31st DECEMBER, 1954.

	Number.	Number.	Value.	Value.
Sheep—			£ s. d.	£ s. d.
Stock on hand, 31st December, 1953 .. ..	17,206	..	7,705 0 0	..
Purchases .. .. .	99	..	2,187 14 0	..
Natural Increase .. .. .	4,360	..	..	11,997 11 4
Sales .. .. .	..	2,871	..	193 0 0
Killed for Rations .. .. .	..	389	..	..
Deaths .. .. .	..	682	..	..
Profit transferred to Profit and Loss Account .. ..	..	..	11,102 17 4	..
Stock on hand, 31st December, 1954 .. ..	..	17,723	..	8,805 0 0
	21,665	21,665	£20,995 11 4	£20,995 11 4
Cattle—				
Stock on hand, 31st December, 1953 .. ..	121	..	237 0 0	..
Purchases .. .. .	111	..	2,605 10 0	..
Natural Increase .. .. .	37	..	..	692 19 0
Sales .. .. .	..	23	..	32 0 0
Killed for Rations .. .. .	..	3	..	..
Deaths .. .. .	..	6	..	..
Profit transferred to Profit and Loss Account .. ..	..	..	419 9 0	..
Stock on hand, 31st December, 1954 .. ..	..	237	..	2,537 0 0
	269	269	£3,261 19 0	£3,261 19 0
Horses—				
Stock on hand, 31st December, 1953 .. ..	49	..	340 0 0	..
Purchases .. .. .	12	..	504 12 7	..
Natural Increase .. .. .	1	..	..	..
Deaths .. .. .	..	3	..	39 12 7
Loss transferred to Profit and Loss Account .. ..	..	..	..	805 0 0
Stock on hand, 31st December, 1954 .. ..	..	59	..	..
	62	62	£844 12 7	£844 12 7

## CALCULATION OF AVERAGE VALUE.

	Sheep.		Cattle.		Horses.	
	No.	Value.	No.	Value.	No.	Value.
		£ s. d.		£ s. d.		£ s. d.
Stock on hand 31st December, 1953 .. .. .	17,206	7,705 0 0	121	237 0 0	49	340 0 0
Purchases .. .. .	99	2,187 14 0	111	2,605 10 0	12	504 12 7
Natural Increase .. .. .	4,360	872 0 0	37	37 0 0	1	1 0 0
	21,665	£10,764 14 0	269	£2,879 10 0	62	£845 12 7
Average Value at 31st December, 1954 .. .. .		£4968		£10-704		£13-639



## APPENDIX VIII.—Part 1—continued.

LIVESTOCK ACCOUNTS—31st DECEMBER, 1955.

	Number.	Number.	Value.	Value.
Sheep—			£ s. d.	£ s. d.
Stock on hand, 31st December, 1954 .. ..	17,723	..	8,805 0 0	..
Purchases .. .. .	100	..	2,709 4 6	..
Natural Increase .. .. .	8,950	..	..	..
Sales .. .. .	..	4,967	..	16,059 15 0
Killed for Rations .. .. .	..	321	..	160 0 0
Deaths .. .. .	..	1,243	..	..
Profit transferred to Profit and Loss Account .. ..	..	..	14,763 10 6	..
Stock on hand, 31st December, 1955 .. ..	..	20,242	..	10,058 0 0
	26,773	26,773	£26,277 15 0	£26,277 15 0
Cattle—				
Stock on hand, 31st December, 1954 .. ..	237	..	2,537 0 0	..
Purchases .. .. .	95	..	1,225 10 0	..
Natural Increase .. .. .	41	..	..	..
Sales .. .. .	..	15	..	340 7 3
Killed for Rations .. .. .	..	1	..	10 0 0
Deaths .. .. .	..	2	..	..
Profit transferred to Profit and Loss Account .. ..	..	..	207 17 3	..
Stock on hand, 31st December, 1955 .. ..	..	355	..	3,620 0 0
	373	373	£3,970 7 3	£3,970 7 3
Horses—				
Stock on hand, 31st December, 1954 .. ..	59	..	805 0 0	..
Stock on hand, 31st December, 1955 .. ..	..	59	..	805 0 0
	59	59	£805 0 0	£805 0 0

## CALCULATION OF AVERAGE VALUE.

	Sheep.		Cattle.		Horses.	
	No.	Value.	No.	Value.	No.	Value.
		£ s. d.		£ s. d.		£ s. d.
Stock on hand 31st December, 1954 .. .. .	17,723	8,805 0 0	237	2,537 0 0	59	805 0 0
Purchase .. .. .	100	2,709 4 6	95	1,225 10 0	..	..
Natural Increase .. .. .	8,950	1,790 0 0	41	41 0 0	..	..
	26,773	£13,304 4 6	373	£3,803 10 0	59	£805 0 0
Average Value at 31st December, 1955 .. .. .		£4969		£10-197		£13-639



**APPENDIX VIII.—Part 1—continued.**  
**LIVESTOCK ACCOUNTS—31st DECEMBER, 1956.**

	Number.	Number.	Value.	Value.
<b>Sheep—</b>			£ s. d.	£ s. d.
Stock on hand, 31st December, 1955 .. ..	20,242	..	10,058 0 0	..
Purchases .. .. .	100	..	2,500 0 0	..
Natural Increase .. .. .	7,888	..	..	..
Sales .. .. .	..	4,729	..	14,317 18 9
Killed for Rations .. .. .	..	336	..	168 0 0
Deaths .. .. .	..	725	..	..
Profit transferred to Profit and Loss Account ..	..	..	13,169 18 9	..
Stock on hand, 31st December, 1956 .. ..	..	22,440	..	11,242 0 0
	28,230	28,230	£25,727 18 9	£25,727 18 9
<b>Cattle—</b>				
Stock on hand, 31st December, 1955 .. ..	355	..	3,620 0 0	..
Purchases .. .. .	145	..	1,785 12 0	..
Natural Increase .. .. .	47	..	..	..
Sales .. .. .	..	207	..	6,606 8 10
Killed for Rations .. .. .	..	4	..	40 0 0
Deaths .. .. .	..	7	..	..
Profit transferred to Profit and Loss Account ..	..	..	4,519 16 10	..
Stock on hand, 31st December, 1956 .. ..	..	329	..	3,279 0 0
	547	547	£9,925 8 10	£9,925 8 10
<b>Horses—</b>				
Stock on hand, 31st December, 1955 .. ..	59	..	805 0 0	..
Natural Increase .. .. .	4	..	..	..
Deaths .. .. .	..	4	..	..
Loss transferred to Profit and Loss Account ..	..	..	..	47 0 0
Stock on hand, 31st December, 1956 .. ..	..	59	..	758 0 0
	63	63	£805 0 0	£805 0 0

**CALCULATION OF AVERAGE VALUE.**

	Sheep.		Cattle.		Horses.	
	No.	Value	No.	Value.	No.	Value.
		£ s. d.		£ s. d.		£ s. d.
Stock on hand, 31st December, 1955 .. ..	20,242	10,058 0 0	355	3,620 0 0	59	805 0 0
Purchases .. .. .	100	2,500 0 0	145	1,785 12 0	..	..
Natural Increase .. ..	7,888	1,578 0 0	47	47 0 0	4	4 0 0
	28,230	£14,136 0 0	547	£5,452 12 0	63	£809 0 0
Average Value at 31st December, 1956 .. ..		£501		£9-968		£12-841

## APPENDIX VIII.—Part 1—continued.

LIVESTOCK ACCOUNTS—31st DECEMBER, 1957.

	Number.	Number.	Value.	Value.
Sheep—			£ s. d.	£ s. d.
Stock on hand, 31st December, 1956 .. ..	22,440	..	11,242 0 0	..
Purchases .. .. .	100	..	2,500 0 0	..
Natural Increase .. .. .	8,025	..	..	..
Sales .. .. .	..	8,359	..	34,110 2 7
Killed for Rations .. .. .	..	271	..	136 0 0
Deaths .. .. .	..	534	..	..
Profit transferred to Profit and Loss Account ..	..	..	31,247 2 7	..
Stock on hand, 31st December, 1957 .. ..	..	21,401	..	10,743 0 0
	30,565	30,565	£44,989 2 7	£44,989 2 7
Cattle—				
Stock on hand, 31st December, 1956 .. ..	329	..	3,279 0 0	..
Purchases .. .. .	30	..	300 0 0	..
Natural Increase .. .. .	58	..	..	..
Sales .. .. .	..	76	..	2,069 13 0
Killed for Rations .. .. .	..	6	..	52 0 0
Deaths .. .. .	..	4	..	..
Profit transferred to Profit and Loss Account ..	..	..	1,429 13 0	..
Stock on hand, 31st December, 1957 .. ..	..	331	..	2,887 0 0
	417	417	£5,008 13 0	£5,008 13 0
Horses—				
Stock on hand, 31st December, 1956 .. ..	59	..	758 0 0	..
Purchases .. .. .	1	..	30 0 0	..
Natural Increase .. .. .	4	..	..	..
Deaths .. .. .	..	11	..	..
Loss Transferred to Profit and Loss Account ..	..	..	..	132 0 0
Stock on hand, 31st December, 1957 .. ..	..	53	..	656 0 0
	64	64	£788 0 0	£788 0 0

## CALCULATION OF AVERAGE VALUE.

	Sheep.		Cattle.		Horses.	
	No.	Value.	No.	Value.	No.	Value.
		£ s. d.		£ s. d.		£ s. d.
Stock on hand, 31st Decem- ber, 1956 .. .. .	22,440	11,242 0 0	329	3,279 0 0	59	758 0 0
Purchases .. .. .	100	2,500 0 0	30	300 0 0	1	30 0 0
Natural Increase .. .. .	8,025	1,605 0 0	58	58 0 0	4	4 0 0
	30,565	£15,347 0 0	417	£3,637 0 0	64	£792 0 0
Average Value at 31st Decem- ber, 1957 .. .. .		£502		£8.722		£12.374



## APPENDIX VIII.—Part 2.

RECENT COSTS OF PRODUCTION (INCLUDING ALL LIVING EXPENSES) OF SHEEP GRAZERS IN NORTHERN, CENTRAL AND SOUTH-WESTERN DISTRICTS,  
(As Supplied By Brisbane Firm Of Wool Brokers.)

## SCHEDULE OF DETAILED COSTS.

Area.	No. of Sheep including Lambs.	Wool Produced.	Rent.	Rates.	Wages.	Shearing.	General	Schooling.	Petrol and Oils.	Insurance.	Mainten- ance.	Wool Cartage.	Wool Rallage.	Living.	Sundries.	Total.	Cost per lb.
Acres.		lb.	£	£	£	£	£	£	£	£	£	£	£	£	£	£	d.
NORTHERN QUEENSLAND.																	
25,000	5,000	35,600	416	320	832	1,000	312	700	240	200	400	85	386	1,560	250	6,701	45.17
45,000	9,000	64,080	750	600	1,664	1,800	400	700	360	250	700	120	706	1,862	300	10,212	38.16
60,000	12,000	85,440	1,000	800	2,496	2,400	500	700	480	500	900	156	936	2,184	400	13,452	37.78
CENTRAL AND SOUTH-WESTERN QUEENSLAND.																	
20,000	5,000	38,050	500	400	780	782	260	600	185	200	400	53	280	1,300	250	5,990	37.78
36,000	9,000	68,490	900	720	1,560	1,406	350	600	240	250	600	95	504	1,560	300	9,085	31.80
48,000	12,000	91,320	1,200	960	2,340	1,875	500	600	360	500	800	125	665	1,820	400	12,145	31.89

This has been prepared on an "estimated average" basis in relation to actual costs assessed from the accounts of clients whom we have been financing for a number of years. Taxation and interest payable on moneys borrowed for the development and working of the property have purposely been disregarded.

## APPENDIX IX.

## SALE VALUES, SHEEP GRAZING PROPERTIES—CUNNAMULLA, ST. GEORGE, AND GOONDIWINDI DISTRICTS.

District.	No. of Sales.	Area.	Carrying Capacity.	Total Consideration.	District Average Per Sheep Area Improved.
				£	£ s. d.
1939-40—					
Cunnamulla .. .. .	5	165,212 acres	22,314 sheep	41,753	1 17 5
St. George .. .. .	7	86,209 acres	15,458 sheep	30,934	2 0 0
Goon diwindi .. .. .	13	128,803 acres	25,511 sheep	85,442	3 7 0
Totals 1939-40 .. .. .	25	380,224 acres	63,283 sheep	£158,129	..
OVERALL AVERAGE PRICE PER SHEEP AREA IMPROVED £2 10s.					
1950—				£	£ s. d.
Cunnamulla .. .. .	8	170,480 acres	26,676 sheep	77,807	2 18 4
St. George .. .. .	14	385,244 acres	70,950 sheep	287,204	4 1 0
Goon diwindi .. .. .	20	242,396 acres	53,452 sheep	289,269	5 8 3
Totals 1950 .. .. .	42	798,120 acres	151,078 sheep	£654,280	..
OVERALL AVERAGE PRICE PER SHEEP AREA IMPROVED £4 6s. 8d.					
1951—				£	£ s. d.
Cunnamulla .. .. .	2	110,006 acres	14,841 sheep	58,188	3 18 5
St. George .. .. .	20	398,529 acres	70,795 sheep	335,303	4 14 9
Goon diwindi .. .. .	10	76,644 acres	26,679 sheep	265,122	9 11 3
Totals 1951 .. .. .	32	585,179 acres	112,315 sheep	£658,613	..
OVERALL AVERAGE PRICE PER SHEEP AREA IMPROVED £5 17s. 3d.					
1952—				£	£ s. d.
Cunnamulla .. .. .	3	111,125 acres	16,269 sheep	72,631	4 9 3
St. George .. .. .	9	134,534 acres	31,036 sheep	186,973	6 0 6
Goon diwindi .. .. .	6	69,046 acres	15,457 sheep	127,611	8 5 1
Totals 1952 .. .. .	18	314,705 acres	62,762 sheep	£387,215	..
OVERALL AVERAGE PRICE PER SHEEP AREA IMPROVED £6 3s. 5d.					
1953—				£	£ s. d.
Cunnamulla .. .. .	..	..	..	..	..
St. George .. .. .	12	167,194 acres	33,720 sheep	213,610	6 6 8
Goon diwindi .. .. .	13	106,032 acres	27,343 sheep	228,939	8 7 5
Totals 1953 .. .. .	25	273,226 acres	61,063 sheep	£442,549	..
OVERALL AVERAGE PRICE PER SHEEP AREA IMPROVED £7 4s. 11d.					
1954—				£	£ s. d.
Cunnamulla .. .. .	3	101,310 acres	15,352 sheep	126,684	8 5 0
St. George .. .. .	7	110,999 acres	15,017 sheep	120,443	8 0 5
Goon diwindi .. .. .	11	90,396 acres	32,217 sheep	626,005	19 8 7
Totals 1954 .. .. .	21	302,705 acres	62,586 sheep	£873,132	..
OVERALL AVERAGE PRICE PER SHEEP AREA IMPROVED £13 19s.					
1955—				£	£ s. d.
Cunnamulla .. .. .	4	212,768 acres	29,881 sheep	290,527	9 14 6
St. George .. .. .	6	119,744 acres	23,622 sheep	244,454	10 6 6
Goon diwindi .. .. .	5	33,105 acres	11,558 sheep	232,791	20 2 9
Totals 1955 .. .. .	15	365,617 acres	65,061 sheep	£767,772	..
OVERALL AVERAGE PRICE PER SHEEP AREA IMPROVED £11 16s.					
1956—				£	£ s. d.
Cunnamulla .. .. .	2	68,104 acres	10,575 sheep	71,536	6 15 4
St. George .. .. .	1	22,514 acres	4,578 sheep	43,578	8 14 3
Goon diwindi .. .. .	2	16,394 acres	5,307 sheep	86,635	16 6 6
Totals 1956 .. .. .	5	107,012 acres	20,460 sheep	201,749	..
OVERALL AVERAGE PRICE PER SHEEP AREA IMPROVED £9 17s. 2d.					
1957—				£	£ s. d.
Cunnamulla .. .. .	9	246,296 acres	43,321 sheep	564,940	13 1 3
St. George .. .. .	8	135,051 acres	32,384 sheep	325,519	10 1 0
Goon diwindi .. .. .	6	37,473 acres	13,636 sheep	239,889	17 11 9
Totals 1957 .. .. .	23	418,820 acres	89,341 sheep	£1,130,348	..
OVERALL AVERAGE PRICE PER SHEEP AREA IMPROVED £12 13s.					

AUTHORITY.—Compiled from sales registers in the Department of Public Lands. Represents all sales, excluding family transactions, in the three districts. The total of 206 sales covers an area of 3,545,608 acres with a capacity of 687,949 sheep and the total consideration paid was £5,273,787.

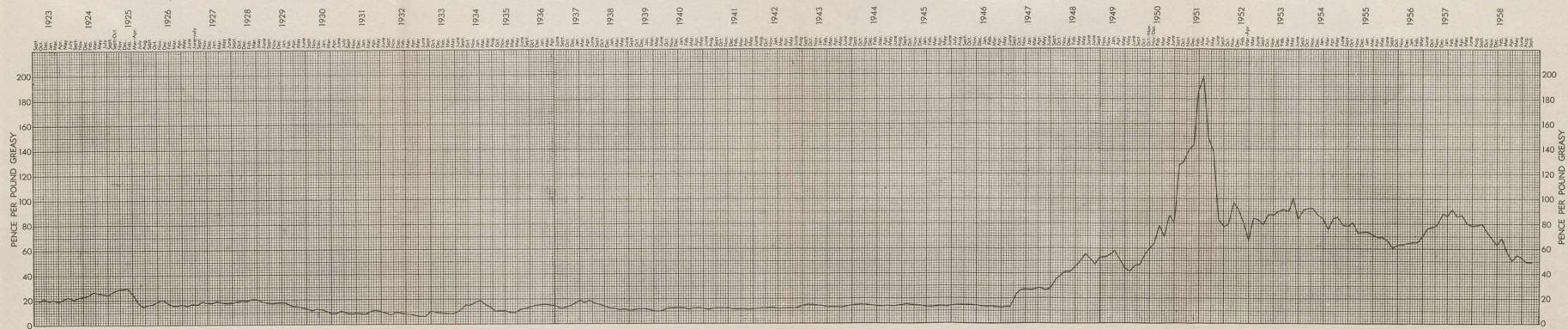


## APPENDIX X.

## QUEENSLAND WOOL PRICES.

STATEMENT SHOWING AVERAGE PRICE REALISED PER BALE AND PER LB. FOR GREASY WOOL SOLD AT THE  
BRISBANE SALES FROM THE SEASON 1921-22 TO THE SEASON 1957-58, AND ALSO TO DECEMBER, 1958.

Sale Date.						Average Price (in Grease).		Average Per Lb. for Season.
						Per Bale.	Per Lb.	
Season 1921-22—						£ s. d.	d.	d.
August-September	..	..	..	..	..	15 16 0	10-34	14-33
November	..	..	..	..	..	21 13 7	14-42	
December	..	..	..	..	..	18 19 7	12-89	
January-February	..	..	..	..	..	24 3 4	16-61	
March	..	..	..	..	..	20 8 8	14-12	
May	..	..	..	..	..	22 0 6	15-12	
May-June	..	..	..	..	..	23 14 2	16-34	
June-July	..	..	..	..	..	22 2 11	15-34	
Season 1922-23—								
September	..	..	..	..	..	26 4 9	18-71	19-77
October	..	..	..	..	..	28 13 10	21-18	
December	..	..	..	..	..	26 15 11	19-51	
January	..	..	..	..	..	28 7 4	20-50	
March	..	..	..	..	..	25 18 3	18-84	
April	..	..	..	..	..	30 11 5	21-33	
May	..	..	..	..	..	32 9 8	22-24	
July	..	..	..	..	..	30 14 10	21-02	
Season 1923-24—								
September	..	..	..	..	..	32 5 4	22-24	24-12
November	..	..	..	..	..	32 0 2	23-04	
December	..	..	..	..	..	32 10 2	23-77	
February	..	..	..	..	..	36 10 8	26-22	
March	..	..	..	..	..	37 4 5	25-92	
May	..	..	..	..	..	36 8 10	24-97	
July	..	..	..	..	..	34 18 8	24-26	
Season 1924-25—								
September	..	..	..	..	..	37 7 1	26-63	25-69
September-October	..	..	..	..	..	40 6 7	28-43	
November	..	..	..	..	..	41 1 5	29-28	
December	..	..	..	..	..	41 10 7	29-57	
February	..	..	..	..	..	35 0 0	24-32	
March-April	..	..	..	..	..	26 5 11	18-43	
Season 1925-26—								
July	..	..	..	..	..	20 14 7	14-74	16-70
August	..	..	..	..	..	22 8 6	15-70	
September	..	..	..	..	..	22 17 10	16-09	
October	..	..	..	..	..	25 7 3	18-28	
November	..	..	..	..	..	27 12 7	20-08	
December	..	..	..	..	..	23 12 5	17-49	
February	..	..	..	..	..	22 1 6	15-79	
March	..	..	..	..	..	22 2 5	15-82	
April	..	..	..	..	..	22 15 1	16-24	
May	..	..	..	..	..	22 8 6	15-51	
June	..	..	..	..	..	23 4 9	16-28	
June-July	..	..	..	..	..	22 14 10	16-21	
Season 1926-27—								
September	..	..	..	..	..	24 17 7	18-32	17-88
November	..	..	..	..	..	23 17 7	17-91	
December	..	..	..	..	..	23 13 6	17-57	
January	..	..	..	..	..	25 0 11	18-66	
March	..	..	..	..	..	24 18 1	18-05	
May	..	..	..	..	..	24 12 8	17-23	
June	..	..	..	..	..	24 15 11	17-47	
Season 1927-28—								
September	..	..	..	..	..	25 1 9	18-75	19-16
October	..	..	..	..	..	25 10 6	19-65	
December	..	..	..	..	..	25 19 0	19-41	
February	..	..	..	..	..	28 9 3	20-64	
March	..	..	..	..	..	28 6 7	20-23	
May	..	..	..	..	..	25 18 7	18-23	
June	..	..	..	..	..	24 16 1	17-44	
Season 1928-29—								
September	..	..	..	..	..	22 19 6	16-73	15-66
November	..	..	..	..	..	23 9 6	17-46	
December	..	..	..	..	..	23 12 6	17-78	
January	..	..	..	..	..	22 18 11	16-98	
February	..	..	..	..	..	20 11 5	14-86	
April	..	..	..	..	..	20 7 4	14-69	
May	..	..	..	..	..	19 4 11	13-82	
June	..	..	..	..	..	17 13 6	12-89	



GRAPH SHOWING FLUCTUATIONS OF QUEENSLAND WOOL PRICES, SALE BY SALE, FROM 1922 TO 1958.



## APPENDIX X.—continued.

## QUEENSLAND WOOL PRICES—continued.

Sale Date.						Average Price (in Grease).		Average Per Lb. for Season.
						Per Bale.	Per Lb.	
Season 1929-30—						£ s. d.	d.	d.
September	..	..	..	..	..	14 6 9	10-64	10-24
November	..	..	..	..	..	16 13 4	12-39	
December	..	..	..	..	..	16 0 4	12-04	
January	..	..	..	..	..	13 5 0	10-02	
March	..	..	..	..	..	11 12 5	8-57	
April	..	..	..	..	..	11 19 4	8-82	
June	..	..	..	..	..	14 8 7	10-62	
July	..	..	..	..	..	14 9 8	10-35	
July	..	..	..	..	..	12 12 5	9-16	9-29
July	..	..	..	..	..	12 8 8	9-09	
Season 1930-31—								
September	..	..	..	..	..	11 13 5	8-68	
November	..	..	..	..	..	11 16 3	8-92	
December	..	..	..	..	..	11 4 0	8-41	
January	..	..	..	..	..	10 8 9	7-82	
March	..	..	..	..	..	14 6 0	10-47	
April	..	..	..	..	..	14 9 6	10-97	
May	..	..	..	..	..	14 11 10	10-45	
May	..	..	..	..	..	14 3 11	9-98	7-75
June	..	..	..	..	..	12 0 2	8-63	
June-July	..	..	..	..	..	11 12 0	8-41	
Season 1931-32—								
September	..	..	..	..	..	9 3 7	6-88	
November	..	..	..	..	..	13 0 10	9-64	
November-December	..	..	..	..	..	12 4 5	9-16	
December	..	..	..	..	..	11 13 0	8-83	
February	..	..	..	..	..	11 4 4	8-42	
February-March	..	..	..	..	..	10 9 6	8-00	
April	..	..	..	..	..	8 9 5	6-39	
May	..	..	..	..	..	8 7 5	6-20	9-47
May	..	..	..	..	..	8 11 1	6-11	
June	..	..	..	..	..	8 12 4	6-23	
June	..	..	..	..	..	8 12 11	6-35	
Season 1932-33—								
September	..	..	..	..	..	13 7 2	9-84	
October	..	..	..	..	..	12 10 6	9-30	
October	..	..	..	..	..	12 7 3	9-34	
November-December	..	..	..	..	..	12 3 5	9-10	
February	..	..	..	..	..	11 11 9	8-52	
March	..	..	..	..	..	10 15 0	7-93	
May	..	..	..	..	..	12 0 9	8-81	
May	..	..	..	..	..	13 2 8	9-63	15-49
June	..	..	..	..	..	15 0 9	11-04	
June	..	..	..	..	..	15 3 8	11-18	
Season 1933-34—								
11th-14th September	..	..	..	..	..	20 2 5	15-00	
16th-19th October	..	..	..	..	..	19 9 2	14-56	
23rd-26th October	..	..	..	..	..	20 0 9	15-22	
27th-30th November	..	..	..	..	..	22 5 5	16-90	
29th January-1st February	..	..	..	..	..	24 13 3	18-49	
12th-15th March	..	..	..	..	..	20 0 7	14-79	
7th-10th May	..	..	..	..	..	18 11 4	13-55	
Season 1934-35—								10-39
20th-23rd August	..	..	..	..	..	14 0 4	10-22	
27th-30th August	..	..	..	..	..	13 12 0	10-12	
1st-4th October	..	..	..	..	..	13 5 10	9-92	
8th-11th October	..	..	..	..	..	13 10 9	10-35	
19th-22nd November	..	..	..	..	..	13 6 1	10-03	
26th-29th November	..	..	..	..	..	12 17 2	9-96	
25th-28th February	..	..	..	..	..	11 18 7	8-98	
4th-7th March	..	..	..	..	..	11 4 0	8-47	13-93
29th April-2nd May	..	..	..	..	..	13 19 6	10-58	
6th-9th May	..	..	..	..	..	15 0 11	11-19	
13th-16th May	..	..	..	..	..	15 10 11	11-64	
17th-20th June	..	..	..	..	..	15 17 5	12-13	
24th-26th June	..	..	..	..	..	15 3 6	11-68	
Season 1935-36—								
16th-19th September	..	..	..	..	..	17 4 9	13-35	13-93
21st-24th October	..	..	..	..	..	18 8 9	14-47	
2nd-5th December	..	..	..	..	..	18 8 9	14-57	
27th-30th January	..	..	..	..	..	19 1 11	14-99	
16th-19th March	..	..	..	..	..	18 4 4	14-20	
27th-30th April	..	..	..	..	..	20 0 3	14-72	
22nd-25th June	..	..	..	..	..	16 11 5	12-28	
30th June-2nd July	..	..	..	..	..	15 8 2	11-47	

## APPENDIX X.—continued.

## QUEENSLAND WOOL PRICES—continued.

Sale Date.	Average Price (in Grease).		Average Per Lb. for Season.
	Per Bale.	Per Lb.	
	£ s. d.	d.	d.
Season 1936-37—			
14th-17th September .. .. .	17 11 1	13-01	16-51
19th-22nd October .. .. .	19 12 3	14-95	
30th November-3rd December .. .. .	21 18 7	16-67	
11th-14th January .. .. .	24 14 0	19-21	
1st-4th March .. .. .	21 19 9	17-01	
8th-11th March .. .. .	22 6 9	16-94	
26th-29th April .. .. .	24 13 11	18-49	
16th-17th June .. .. .	21 12 11	16-41	
21st-24th June .. .. .	21 3 5	16-22	
28th-30th June .. .. .	20 4 6	15-52	
Season 1937-38—			
13th-16th September .. .. .	19 13 5	14-90	11-98
18th-21st October .. .. .	18 12 5	14-18	
29th November-2nd December .. .. .	15 14 9	12-25	
10th-13th January .. .. .	15 8 0	11-97	
17th-20th January .. .. .	14 15 7	11-43	
14th-17th March .. .. .	14 7 2	10-86	
9th-12th May .. .. .	15 3 9	11-53	
16th-19th May .. .. .	14 18 9	11-28	
14th-16th June .. .. .	13 19 6	10-64	
20th-23rd June .. .. .	13 19 8	10-60	
27th-28th June .. .. .	14 1 7	10-78	
Season 1938-39—			
12th-15th September .. .. .	14 2 5	10-62	10-56
17th-20th October .. .. .	15 4 11	11-67	
28th-30th November .. .. .	14 16 5	11-39	
16th-19th January .. .. .	14 11 2	11-30	
23rd-26th January .. .. .	14 0 9	10-80	
6th-9th March .. .. .	13 7 9	10-13	
13th-16th March .. .. .	13 10 7	10-14	
8th-11th May .. .. .	13 14 6	10-05	
15th-18th May .. .. .	13 1 1	9-59	
19th-22nd June .. .. .	13 18 0	10-31	
26th-29th June .. .. .	13 5 11	10-05	
Season 1939-40—			
October .. .. .		12-32	13-35
November .. .. .		12-82	
December .. .. .		12-90	
January .. .. .		12-52	
February .. .. .		11-71	
March .. .. .		12-19	
April .. .. .		12-57	
May .. .. .		12-18	
June .. .. .		11-66	
Season 1940-41—			
August .. .. .		12-15	13-26
September .. .. .		12-48	
October .. .. .		12-45	
November .. .. .		12-42	
December .. .. .		11-63	
February .. .. .		11-61	
March .. .. .		11-79	
April .. .. .		11-19	
May .. .. .		11-56	
June .. .. .		11-80	
Season 1941-42—	War Years		
August .. .. .		12-10	13-46
October .. .. .		12-69	
November .. .. .		12-50	
January .. .. .		11-80	
March .. .. .		12-03	
April .. .. .		12-22	
May .. .. .		12-11	
June .. .. .		12-45	
Season 1942-43—			
August .. .. .		14-37	
September .. .. .		15-04	
October .. .. .		14-85	
November .. .. .		14-34	
January .. .. .		14-05	
February .. .. .		13-36	
March .. .. .		13-36	
April .. .. .		13-26	15-50
May .. .. .		12-89	
June .. .. .		13-74	



## APPENDIX X.—continued.

## QUEENSLAND WOOL PRICES—continued.

Sale Date.	Average Price (in Grease).		Average Per Lb. for Season.
	Per Bale.	Per Lb.	
	£ s. d.	d.	d.
Season 1943-44—			
August .. .. .		14-17	15-89
September .. .. .		14-67	
October .. .. .		14-85	
November .. .. .		14-69	
December .. .. .		14-26	
February .. .. .		13-76	
March .. .. .		13-68	
April .. .. .		14-09	
May .. .. .		13-90	
June .. .. .		14-09	
Season 1944-45—			
August .. .. .		14-26	16-04
September .. .. .		15-36	
October .. .. .		14-93	
November .. .. .		14-51	
December .. .. .		13-98	
January .. .. .	War Years	13-58	
February .. .. .		13-64	
March .. .. .		13-67	
April .. .. .		13-89	
May .. .. .		13-42	
June .. .. .		14-11	
Season 1945-46—			
July .. .. .		14-53	15-87
August .. .. .		14-60	
September .. .. .		14-57	
October .. .. .		14-65	
November .. .. .		14-30	
December .. .. .		13-97	
January .. .. .		13-50	
February .. .. .		13-78	
March .. .. .		13-27	
April .. .. .		13-00	
May .. .. .		13-15	
June .. .. .		13-44	
Season 1946-47—			
16th-19th September .. .. .	30 14 2	23-68	26-52
21st-24th October .. .. .	34 7 4	26-63	
25th-28th November .. .. .	33 16 4	26-89	
20th-23rd January .. .. .	34 13 1	26-79	
27th-30th January .. .. .	33 13 3	26-20	
10th-13th March .. .. .	35 17 8	27-27	
28th-30th April/1st May .. .. .	37 11 10	27-96	
26th-29th May .. .. .	34 15 5	26-57	
23rd-26th June .. .. .	36 1 0	27-28	
Season 1947-48—			
15th-18th September .. .. .	46 5 6	35-23	45-10
27th-30th October .. .. .	49 14 4	38-07	
3rd-6th November .. .. .	53 16 8	40-92	
15th-18th December .. .. .	54 4 11	40-88	
23rd-26th February .. .. .	61 5 11	45-94	
17th-20th May .. .. .	69 1 11	49-76	
24th-27th May .. .. .	74 11 10	55-91	
21st-24th June .. .. .	68 12 7	51-7	
28th-30th June .. .. .	62 6 1	47-5	
Season 1948-49—			
13th-16th September .. .. .	69 0 10	53-07	51-21
1st-4th November .. .. .	69 10 5	53-57	
8th-11th November .. .. .	69 3 8	54-88	
10th-13th January .. .. .	77 4 1	59-91	
17th-20th January .. .. .	73 15 9	56-99	
4th-7th April .. .. .	67 16 6	50-83	
9th-12th May .. .. .	59 10 3	44-07	
16th-19th May .. .. .	54 17 9	44-62	
20th-23rd June .. .. .	59 2 10	46-00	
Season 1949-50—			
5th-8th September .. .. .	59 12 9	46-69	68-49
3rd-6th October .. .. .	70 4 7	55-33	
31st October-3rd November .. .. .	76 5 8	59-72	
28th November-1st December .. .. .	83 13 10	64-51	
20th-23rd February .. .. .	103 5 2	78-12	
20th-23rd March .. .. .	92 8 8	69-74	
15th-18th May .. .. .	115 13 11	86-56	
15th and 19th-22nd June .. .. .	104 7 3	80-65	

## APPENDIX X.—continued.

## QUEENSLAND WOOL PRICES—continued.

Sale Date.	Average Price (in Grease).		Average Per Lb. for Season.
	Per Bale.	Per Lb.	
	£ s. d.	d.	d.
Season 1950-51—			
18th-21st September .. .. .	163 4 5	126-73	142-31
16th-19th October .. .. .	161 15 0	129-51	
13th-16th November .. .. .	173 17 2	139-87	
11th-14th December .. .. .	181 16 3	142-89	
12th-15th February .. .. .	236 15 4	185-89	
12th-15th March .. .. .	255 7 9	198-3	
16th-19th April .. .. .	189 13 3	148-85	
21st-24th May .. .. .	171 17 8	137-31	
25th-28th June .. .. .	103 10 6	82-68	
Season 1951-52—			
3rd-6th September .. .. .	95 14 5	77-59	84-04
15th-18th October .. .. .	108 16 8	89-57	
12th-15th November .. .. .	118 3 11	97-45	
10th-13th December .. .. .	112 7 3	91-76	
11th-14th February .. .. .	99 0 5	80-4	
31st March-3rd April .. .. .	84 1 9	66-05	
19th-22nd May .. .. .	110 1 11	84-15	
23rd-26th June .. .. .	109 15 6	83-46	
Season 1952-53—			
8th-11th September .. .. .	101 10 8	79-06	88-86
6th-9th October .. .. .	114 2 1	87-59	
3rd-6th November .. .. .	112 19 4	86-92	
1st-4th December .. .. .	116 6 3	89-91	
9th-12th February .. .. .	119 8 10	91-01	
9th-12th March .. .. .	120 2 10	90-25	
18th-21st May .. .. .	135 1 2	100-97	
15th-18th June .. .. .	111 12 5	83-73	
22nd-23rd June .. .. .	109 15 8	83-8	
Season 1953-54—			
7th-10th September .. .. .	113 14 4	90-74	86-53
5th-8th October .. .. .	115 13 2	92-14	
2nd-5th November .. .. .	116 17 2	92-48	
30th November-3rd December .. .. .	109 18 10	86-94	
25th-28th January .. .. .	109 4 2	84-24	
2nd-4th March .. .. .	100 1 10	75-63	
26th-29th April .. .. .	109 10 7	84-02	
31st May and 1st-3rd June .. .. .	110 11 5	85-44	
28th-30th June .. .. .	102 16 9	79-45	
Season 1954-55—			
6th-9th September .. .. .	98 10 11	78-16	72-85
4th-7th October .. .. .	102 13 6	81-04	
1st-4th November .. .. .	91 13 11	73-30	
13th-16th December .. .. .	92 12 4	72-92	
31st January-3rd February .. .. .	94 16 1	73-77	
14th-17th March .. .. .	93 11 4	71-50	
18th-21st April .. .. .	92 19 6	69-44	
23rd-26th May .. .. .	91 8 1	69-57	
27th-30th June .. .. .	85 18 0	66-39	
Season 1955-56—			
5th-8th September .. .. .	76 3 4	60-68	66-84
3rd-6th October .. .. .	78 2 5	62-81	
7th-10th November .. .. .	78 12 9	63-07	
5th-8th December .. .. .	80 11 11	64-32	
30th January-2nd February .. .. .	82 9 1	64-84	
27th February-1st March .. .. .	82 13 4	64-97	
14th-17th May .. .. .	89 8 10	69-05	
21st-23rd May .. .. .	91 7 0	71-39	
19th-21st June .. .. .	97 3 10	77-00	84-09
25th-27th June .. .. .	96 12 7	76-07	
Season 1956-57—			
1st-4th October .. .. .	95 16 0	76-97	
5th-8th November .. .. .	97 4 4	78-99	
3rd-6th December .. .. .	107 11 0	88-00	
7th-10th January .. .. .	104 10 7	84-62	
21st-24th January .. .. .	110 8 3	87-95	
11th-14th February .. .. .	115 13 10	91-95	
11th-14th March .. .. .	108 14 7	85-86	
8th-11th April .. .. .	112 12 3	86-33	84-09
29th April-2nd May .. .. .	114 1 10	87-26	
27th-30th May .. .. .	103 8 4	80-15	
24th-27th June .. .. .	98 17 2	78-57	



## APPENDIX X.—continued.

## QUEENSLAND WOOL PRICES—continued.

Sale Date.	Average Price (in Grease).		Average Per Lb. for Season.
	Per Bale.	Per Lb.	
	£ s. d.	d.	d.
Season 1957-58—			
26th-29th August .. .. .	99 7 7	79-15	65-09
23rd-26th September .. .. .	98 15 1	79-97	
21st-24th October .. .. .	91 2 1	73-87	
18th-21st November .. .. .	83 4 2	68-25	
16th-19th December .. .. .	76 1 1	63-05	
3rd-6th February .. .. .	83 8 7	68-49	
3rd-6th March .. .. .	73 16 10	59-31	
24th-27th March .. .. .	72 11 1	56-49	
28th April-1st May .. .. .	65 4 8	50-27	
26th-29th May .. .. .	72 6 9	55-68	
17th-19th June .. .. .	68 2 2	52-83	
Season 1958-59—			
25th-28th August .. .. .	62 6 11	49-50	
22nd-25th September .. .. .	63 0 0	49-67	
20th-23rd October .. .. .	62 18 10	49-87	
17th-20th November .. .. .	60 15 8	48-34	
15th-18th December .. .. .	57 7 10	45-15	

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